



Havering
LONDON BOROUGH

**Strategic Planning
Committee
10 October 2019**

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| Application Reference: | P0751.19 |
| Location: | Napier House and New Plymouth House, Dunedin Road, Rainham RM13 8LD |
| Ward: | South Hornchurch |
| Description: | Demolition of existing buildings and redevelopment of site comprising a number of buildings ranging between 3-10 storeys, providing 197 residential dwellings (Class C3), public and private open space, formation of new accesses and alterations to existing accesses, associated car and cycle parking and associated works. |
| Case Officer: | Nanayaa Ampoma |
| Reason for Report to Committee: | The application is of strategic importance and has been submitted in partnership with the London Borough of Havering. The Local Planning Authority is considering the application in its capacity as local planning authority and without regard to the identity of the Applicant. |

1. BACKGROUND

- 1.1 The application site is south of the Borough within the South Hornchurch Ward. It does not fall within a conservation area and there are no listed buildings on or adjoining the site. However there are long views towards the

Rainham Conservation Area which is approximately 360 metres away at its nearest point. At present, the buildings on the site are in the process of being demolished with the previous car parking area having been demolished already. It is projected that all demolition work should be completed by January 2020. These demolition works were granted permission by virtue of Prior Approval permission (F0004.18)

- 1.2 As part of the pre-application process, the development proposals were presented for comment to both the Quality Review Panel and the Strategic Planning Committee on two occasions. Officers have worked closely with the developer throughout the pre-application stage to ensure comments raised have been fully considered and where possible incorporated into the final scheme.
- 1.3 The proposed redevelopment is for the demolition and redevelopment of two residential blocks and a car parking site in Dunedin Road, Rainham. The buildings date back to the 1960s and have been due for refurbishment for a number of years. The site sits between New Road to the south and Dunedin Road to the north. The existing buildings contained 97 residential units with 90% of the units allocated for social housing. The application has been brought forward through a joint venture partnership between Wates and the London Borough of Havering (LBH).
- 1.4 The proposal would result in 197 C3 units better utilisation of the site for housing and represent 64% affordable housing. The development is strongly supported by the Greater London Authority (GLA) and there are no statutory objections.

2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 2.1 There are no in principle objections to the proposals and through the application of conditions and a legal agreement officers are able to secure a good level of design and the use of high quality materials. The application is supported by the Greater London Authority (GLA) and the LBH's Regeneration and housing divisions as it would contribute to the housing demand in the Borough.
- 2.2 The approach to site layout, height and massing represents an acceptable approach given the location of the site. This scale was also reviewed by a panel of independent professionals at a Quality Review Panel. A full suite of supporting technical information has been submitted which successfully demonstrates that neighbouring amenity would be adequately safeguarded. Policy compliant levels of internal floorspace, amenity space and cycle parking have also been incorporated into the scheme.

- 2.3 The development would make an important contribution to housing delivery within the Borough by securing 197 units with 126 affordable housing units. Although the proposed density would be greater than that set out in the Density Metrix, the overall quantum of development and associated density reflects national, regional and local level policy objectives that seek to encourage the most efficient use of land within accessible urban settings and the residential development would accord with the sustainable development directive provided by the NPPF (2019).
- 2.4 The recommended conditions and Heads of Terms would secure future policy compliance by the applicant on the site and ensure any unacceptable development impacts are mitigated. Therefore officers consider that all matters have now been sufficiently addressed and the application is recommended for approval.

3 RECOMMENDATION

- 3.1 That the Committee resolve to GRANT planning permission subject to:
- Any direction by the London Mayor pursuant to the Mayor of London Order
 - Legal Agreement pursuant to s106 of the Town and Country Planning Act 1990 and other enabling provisions, with the following Heads of Terms:
 - Affordable Housing 64% to be delivered with a tenure split of 70:30 between social rent and affordable rent.
 - Affordable housing rent levels secured
 - Early and late Stage Viability Review Mechanisms attached.
 - Linear Park contribution sum of £154,407 to be indexed
 - Carbon offset fund contribution in respect of shortfall of the residential units to achieve a 100% reduction in carbon dioxide emissions compared to Part L of the Building Regulations 2013, such sum calculated at sixty pounds (£60.00) per tonne that falls below the 100% threshold, for a period of 30 years, duly Indexed, and the commercial units; and in respect of the commercial units to achieve a 35% reduction in carbon dioxide emissions compared to Part L of the Building Regulations 2013, such sum calculated at sixty pounds (£60.00) per tonne that falls below the 35% threshold, for a period of 30 years, duly Indexed
 - Job Brokerage 4 per 10,000spm of development to be indexed
 - Traffic Management contribution of £10,000, Indexed. For the review of waiting and loading restrictions on loading restrictions on New Road.
 - On-street cycle parking contribution of £15,000 for the provision of cycle parking in the vicinity of the site, Indexed.
 - Restriction on obtaining parking permits for occupiers.

- Controlled Parking Zone contribution £22,064 (£112 per unit) to be indexed.
- Travel Plan (including the appointment of a Co-ordinator)
- Enter into a Planning Performance Agreement (PPA) with the LPA for the discharge of conditions.
- Reasonable legal fees for the drafting and negotiation of the deed whether or not it goes to completion
- Monitoring fee towards the Council costs of monitoring compliance with the deed
- Any other planning obligation(s) considered necessary by the Assistant Director Planning

3.2 That the Assistant Director Planning is delegated authority to negotiate the legal agreement indicated above and that if not completed by the 10th April 2020 the Assistant Director of Planning is delegated authority to refuse planning permission or extend the timeframe to grant approval.

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

Conditions

1. Time Limit
2. In Accordance With Approved Drawings
3. Material Samples
4. Landscaping
5. Podium level Landscaping treatment
6. Secured by Design
7. 90% of the dwellings shall be designed to be Category 2 'Accessible and adaptable' and 10% Wheelchair Adaptable Dwellings
8. Window and Balcony Details
9. Photovoltaic Panel Details
10. Brown Roof Details
11. Flood mitigation, warning and preparation details (GLA)
12. Details of Boundary Treatments
13. Energy Statement Compliance
14. Air Quality Mitigation Measures
15. Updated Micro Climate Study
16. External Lighting Scheme
17. Noise protection (A1306)
18. Sound Insulation (Plant noise/Machinery)
19. Noise protection measures (Airborne Noise)
20. Contaminated Land Investigation

21. Remediation Strategy for Contaminated Land
22. Surface Water Drainage Strategy
23. Updated Sustainable Drainage Systems (SUDs)
24. Water efficiency
25. Car Parking Plan
26. Car Parking Management Plan
27. Disabled Parking Plan
28. Electrical Charging Points
29. Vehicle Access Prior to Occupation
30. Pedestrian Visibility Splays To Access
31. Cycle Parking Management Plan
32. Demolition and Logistics Plan
33. Construction Method/Management Statement
34. Delivery and Servicing Plan
35. Diversion of Public Footpath
36. Highways Works
37. Measures to off-set excess transport emissions
38. Construction Hours
39. Vehicle Cleansing
40. Refuse and Recycling Details

Informatives

1. Fee required for approval of details
 2. Changes to the public highway
 3. Highway legislation
 4. Temporary use of the public highway
 5. Adoption of roads
 6. Surface water management
 7. Highway approval required
 8. Secure by design
 9. Street naming and numbering
 10. Community Infrastructure Levy (CIL).
 11. Planning obligations
 12. NPPF positive and proactive
 13. Thames Water Groundwater Risk Management Permit
- 3.4 That the Committee confirms that it has had special regard to the desirability of preserving the settings of listed buildings and features of special architectural or historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3.5 That the Committee confirms that it has paid special attention to the desirability of preserving or enhancing the character and appearance of the

Rainham Village Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. SITE AND SURROUNDINGS

- 4.1 The application site is south of the Borough in Rainham at about 0.6 miles from Rainham Station. The application relates to the residential towers known as Napier House and New Plymouth House on Dunedin Road as well as the associated car parking area next to New Plymouth House. The site area measures 0.79 hectares. The site currently consists of the demolished car parking area and the two residential towers that are due for demolition in the winter. Each block is 13 storeys in height with Napier House having 49 units and New Plymouth house having 48 units. As such, there are a total of 97 residential units. The blocks date back to the 1960s and were finished in a mix of brick, concrete, panelling and metal to windows/balconies.
- 4.2 The application site does not fall within a conservation area and there are no listed buildings on site. The site falls within flood zone 3 and has a Public Transport Accessibility Level (PTAL) rating of 2. There are no Tree Preservation Orders (TPO).
- 4.3 The application has been brought forward via a joint venture partnership between Wates and London Borough of Havering. The site already benefits from permission to demolish under the prior approval process.

5 PROPOSAL

- 5.1 The application seeks planning permission for the demolition of the existing residential towers at Napier House and New Plymouth House, as well as the demolition of the car parking area to the west of these sites. The demolition would make way for the redevelopment of the site to provide 197 residential (C3) mixed tenure units built over 3-10 storeys. This would be an increase of 100 residential units when compared to the original number of units at the site. Of these 17 units would be wheelchair accessible and 126 would be affordable housing.
- 5.2 The 197 units would be built across three C-shaped blocks (A, B and C). Residential parking for 92 spaces would be provided at the ground floor level of all the Blocks with Block A and B being joined internally at this level. Six disabled parking spaces would be provided at Blocks A-B and four at Block C.

| Summary Block storeys | |
|------------------------------|------|
| Block A | 3-7 |
| Block B | 3-10 |

| | |
|---------|-----|
| Block C | 3-9 |
|---------|-----|

- 5.3 Cycle storage for 355 bicycles would also be provided at ground floor.
- 5.4 The development would include an extensive outdoor green space area at podium (first floor) and ground floor levels. In total, this would provide for 5250 square metres of shared amenity space, with an additional 1100 square metres of private defensible residential space.
- 5.5 The proposed residential units would have an overall mix as follows:

| Units Counted Across All Block Floors | | | | | | |
|---------------------------------------|------|------|------|------|--------------|--------------|
| Block(s) Floor | 1B2P | 2B3P | 2B4P | 3B5P | 3B5P(Duplex) | Total Number |
| Grnd Flr | 13 | | 3 | | 10 | 26 |
| 1 ST Flr | 14 | 2 | 9 | 4 | (10*) | 29 |
| 2 ND Flr | 20 | | 17 | 3 | | 40 |
| 3 rd Flr | 12 | 1 | 16 | 3 | | 32 |
| 4 th Flr | 6 | 1 | 8 | | | 15 |
| 5 th Flr | 6 | 3 | 6 | | | 15 |
| 6 th Flr | 6 | 3 | 6 | | | 15 |
| 7 th Flr | 4 | 2 | 4 | | | 10 |
| 8 th Flr | 4 | 2 | 4 | | | 10 |
| 9 th Flr | 2 | 1 | 2 | | | 5 |
| | 87 | 15 | 75 | 10 | 10 | 197 |

*Duplex over ground and first floors.

- 5.6 Refuse and recycling are also proposed at ground floor via sustainable underground refuse storage (URS) facilities. URS's are not able to store larger waste goods so storage for larger waste goods are provided in Block A1 entrance. This space would be shared for residents across all three Blocks.
- 5.7 In terms of material finish, a mix of three bricks are to be used with metal details of bronze to balconies and the main entrances.

6 PLANNING HISTORY

- 6.1 The following planning decisions are relevant to the application:

- **F0004.18:** Prior Approval for Demolition of Two Tower Blocks Comprising Of 1- 49 New Plymouth House & 1-49 Napier House. - ***Prior Approval Not Required, March 2019***
- **Z0006.18:** EIA under Regulation 6 of the Town and Country Planning Regulations 2017 for Napier and New Plymouth House. - ***Screening Opinion issued, July 2018***
- **P0376.14:** New Plymouth House removal of existing disused and dilapidated pram stores to provide 2 new flats. - ***Granted, July 2014***
- **P1541.02:** Security lighting columns. ***Approved, October 2002***
- **D0058.97:** Installation of one equipment cabin and development ancillary. ***Certificate issued, August 1997***
- **D0047.97:** 6x antennae, 3 microwave dishes supported on 6m tower, together with 30cu.m cabin. ***Certificate issued, August 1997***
- **G0001.97:** Proposed roof level radio cabin. ***Approved, July 1997***

7 STATUTORY CONSULTATION RESPONSE

7.1 A summary of consultation response are detailed below:

- ***Transport for London:*** No objections. Further comments to follow.
- ***Greater London Authority (Stage 1):*** The proposals are strongly supported subject to compliance with the London Plan and Draft London Plan policies on estate regeneration.
 - There must be like for like replacement of social housing in terms of floor space, units and habitable rooms.
 - 65% affordable housing comprising entirely of social rent/London Affordable Rent units. This is acceptable subject to verification that more could not be secured. Rent levels confirmed and secured via S106. Together with an early and late review mechanism,
 - Further details required in regards to impact on nearby townscape and heritage impact. Further clarification is also required for internal duplex units and the provision of additional east facing windows for Block C adjacent to playing fields.
 - Proposed energy reduction of 32% whilst this falls short of Policy 5.2 it is accepted that there is no other potential to reduce CO² emissions. However further information in relation to overheating and future

proofing the scheme for connection to a potential district heat network and overheating is required.

- The net reduction in open space (-1,849sqm) would be mitigated against the proposed private, communal and public open space and would provide a significant qualitative improvement on the existing situation, both in terms of access, ownership, function but also in terms of biodiversity, urban greening and in addressing the impacts of climate change.
- The proposed parking and cycle parking provisions are in keeping with policy.

Therefore the development is acceptable subject to further details conditions and a S106 agreement.

- **Environment Agency:** No objection
- **Thames Water:** No objection subject to Ground Water Risk Permit informative.
- **Natural England:** No objection subject to conditions.
- **NATS Safeguarding:** No safeguarding objection.
- **London Fire Brigade:** No objection. No further fire hydrants required.
- **London Fire and Emergency Planning Authority:** No objection subject to compliance with following requirements:-
 - Firefighting lift installed in tower;
 - Wet rising main to be provided in the firefighting shaft (within 18 metres of appliance parking position);
 - Sprinkler system to be installed in accordance with BS9251:2005; dry raising main in south east stairwell (inlet within 18 metre of appliance).
- **Metropolitan Policer Secure by Design Officer:** No objection subject to the attachment of secured by design conditions.
- **LBH Flood & Water Management:** No objection. The development provides for brown roof at roof level this should help reduce surface water runoff. Details for the roof garden will be secured via condition. However as the applicant is seeking to avoid infiltration methods and has not evidenced this, the percolation test results are required. As updated SUDs Strategy should therefore be provided.

- **LBH Environmental Health:** No objection subject to conditions governing contaminated land, air quality, noise and sound insulation.
- **LBH Highways:** No objection subject to conditions governing works to the public footpath, highways works and vehicle cleansing. Also, the following legal agreements are required:
 - Section 106 Agreement governing the following Heads of Terms:
 - On-street cycle parking contribution of £15,000 for the provision of cycle parking in the vicinity of the site, Indexed.
 - Controlled Parking Zone highways contributions £22,064 (£112 per unit).
 - Traffic Management contribution of £10,000, Indexed for the review of waiting and loading restrictions on loading restrictions on New Road
 - Future occupiers should be prevented from obtaining parking permits.
- **LBH Children's Services:** No objection subject to education contributions. Based on an average calculation it is expected that the development would result in the education demand for 80 pupils between early years to 16 year olds. A contribution via CIL or S106 should be made.

8 COMMUNITY ENGAGEMENT

- 8.1 In accordance with planning legislation, the developer has consulted the local community on these proposals as part of the pre-application process.

9 PREAPPLICATION DISCUSSIONS

Quality Review Comments

- 9.1 As part of the pre-application process, the proposals for the site have been subject to two Quality Review Panels in July and November 2018. In the latter review the panel commended the design team on the improvements made to the scheme since the July 2018 review in particular the reworking of the central green space and the podiums. The applicant's willingness to positively engage in the early stages of the pre-app process has benefited the scheme. However, the majority of the landscape detail has not been provided as part of the application. This together with the long-term management of the public space will need to be secured through conditions.

- 9.2 The panel suggested that the architecture should draw more heavily on the character of the area and felt that the proposed facades were too generic, particularly at street level and entrances, and along the whole of Dunedin Road. The Design Team have sought to address some of these issues through the subsequent pre-application meetings through introduction of materials that reflect the marshland area in tone and the industrial heritage of the area through the use of bronze metal at the entrances. The exact materials have not been provided as part of the planning submission and therefore the quality of the building, particularly the detailing, that will be delivered would need to be secured through robust assessment of details submitted through conditions.
- 9.3 The panel were comfortable with the proposed building heights, provided the scheme is of very high quality, as this is an exceptional site because of the existing towers. Overall there are the right ingredients for delivery of a high-quality scheme. Subject to further details around material finishes the proposal may be acceptable.

Strategic planning comments (December 2018, February 2019)

- 9.4 Comments received by the Committee December 2018 were as follows:
- Include design measures to prevent inappropriate use of the pathways as a short cut by vehicles wishing to access New Road
 - The height of the buildings
 - Demonstrate why the heights proposed are acceptable
 - Quantum and ratio of car parking provision for residents and visitors, especially as existing on street provision is already stretched and bus routes are limited
 - Futureproofing the car parking to enable Electric Vehicle Charging points to be incorporated
 - Review level of cycle parking provision. Could car/cycle parking space be used flexibly subject to levels of demand
 - The proposed unit mix and how that compares to the existing unit mix within the blocks to be demolished
 - Increased family housing
 - Look at where the smaller units were located in the height stack, put the smaller units higher up and the family units lower down to enable easier access
 - Consider the material choice. Make sure that the buildings are attractive, especially given the nature of the blocks coming down
 - Air quality: what consideration has been given to that?
 - Is there an ability to open up the green roofs for access?
 - Daylight and sunlight: detail invited on how that works
 - Post meeting request: ensure that digital connectivity is built into the development

Officer Response: Following these comments and as per the submission, the applicant has responded as below:

- *Include design measures to prevent inappropriate use of the pathways as a short cut by vehicles wishing to access New Road*
 - *Design measures to deter antisocial use of the cycle path will be incorporated as part of the public adoption process. The position of the URS bins along Dunedin Road acts as a deterrent to vehicles from the north.*

- *The height of the buildings*
 - *Building A: +28.15m AOD – 7 storeys*
 - *Building B: +37.60m AOD – 10 storeys*
 - *Building C: +34.19m AOD – 9 storeys*

- *Demonstrate why the heights proposed are acceptable*
 - *The two existing buildings (Napier House and New Plymouth House) were +39.73m AOD and 13 storeys tall. The proposed buildings reduce the overall height in comparison to the existing buildings and introduces a varied form of townscape which sits more comfortably within the existing townscape. A fully robust townscape assessment has been undertaken from 4 separate verified viewpoints producing fully accurate visualisations of what the proposed buildings will look like from key local views and this demonstrates the proposal would not have a harmful impact compared with existing.*

- *Quantum and ratio of car parking provision for residents and visitors, especially as existing on street provision is already stretched and bus routes are limited*
 - *A total of 92no. car park spaces (incl. 10no. disabled spaces) are proposed which equates to a parking ratio of 0.47 spaces per dwelling. There is no dedicated visitor parking proposed on-site. This approach meets the aims of the London Plan's Policy 6.1 as restricting parking spaces will promote the use of alternative sustainable transport modes such as public transport, walking and cycling. Rainham Station is only 0.6mi to the southeast (14-min walk) and the yet to be constructed Beam Park Station will be located approximately 0.9 mil to the southwest (16-min walk).*
 - *To demonstrate that parking impacts will not impact surrounding car parking supply, a parking survey was undertaken on Tuesday 11th and Wednesday 12th September 2018 between 12:30am-5:30am on roads within 500m of the proposed development site.*

- The survey found that 14 of 74 (19%) car parking spaces on the estate were being utilised, and 156 of 448 (35%) of on-street car parking spaces were being utilised within 500m of the site demonstrating a low-utilisation of and demand for on-street car parking.
- Futureproofing the car parking to enable Electric Vehicle Charging points to be incorporated
 - In line with the London Plan, 20 per cent of all spaces will have active electric charging facilities, with passive provision being provided for all remaining spaces.
- Review level of cycle parking provision. Could car/cycle parking space be used flexibly subject to levels of demand
 - A total of 350no. of cycle parking spaces have been provided to comply with TfL’s standards which requires 1.5 space per 1 bedroom unit, and 2 spaces per 2+ bedroom units. Additionally, 6no. of short-stay visitor spaces are provided in the ‘green corridor’.
 - As requested, at the last SPC we presented a plan which showed additional parking spaces that could be achieved in the future were the cycling parking spaces not taken up.
 - Car park spaces are to be leased with a maximum of one space per unit. All spaces will require a permit. Each lease will include a “lift and shift” provision to enable the managing agents of the development to control parking and respond to the differing needs of the residents and the development in the long term. Cycle stores will be strategically located to allow future flexibility of use – this could provide additional car parking spaces.
- The proposed unit mix and how that compares to the existing unit mix within the blocks to be demolished

Existing Mix

| | 1B2P | 2B3P | Total |
|--------------|-----------|-----------|-----------|
| Affordable | 43 | 44 | 87 |
| Private | 5 | 5 | 10 |
| Total | 48 | 49 | 97 |

Proposed Mix

| | 1B2P | 2B3P | 2B4P | 3B5P | 3B5P Duplex | Total |
|--------------|-----------|-----------|-----------|-----------|-------------|------------|
| Affordable | 56 | 10 | 43 | 7 | 10 | 126 |
| Private | 31 | 5 | 32 | 3 | 0 | 71 |
| Total | 87 | 15 | 75 | 10 | 10 | 197 |

- Increased family housing

- *A total of 20no. 3-bed family focused houses are proposed, this is a significant uplift compared with the existing buildings which do not contain any 3-bed units. A large proportion of the 3 bed units proposed are duplex units which have their own front door and private garden spaces (at podium level). Furthermore, all of the 2 bedroom units (other than 2) have two double bedrooms - these meet the Mayor's definition of family sized housing in the draft London Plan.*
- *Look at where the smaller units were located in the height stack, put the smaller units higher up and the family units lower down to enable easier access*
 - *All of the 3-bed family units are located on the lower levels (GF – 3F levels). The duplex units all have direct access at ground floor level and podium levels. All of the 3-bed homes are dual aspect.*
- *Consider the material choice. Make sure that the buildings are attractive, especially given the nature of the blocks coming down*
 - *All buildings are proposed to utilise high-quality façade materials, including brick, wet cast reconstituted stone, weather steel and metal. Please see 'Indicative Materials Key' for further colour information and 'indicative Proposal View 01-03' to review rendered visualisations.*
- *Air quality: what consideration has been given to that?*
 - *An Air Quality Assessment has been submitted and assessed as being acceptable by the council's Public Protection team. The assessment has demonstrated that future residents will experience acceptable air quality, with pollutant concentrations below the air quality objectives. The increase in traffic associated with the proposed development of the site has been screened out as being insignificant.*
 - *Overall, the construction and operational air quality effects of Napier and New Plymouth House are judged to be 'not significant'.*
- *Is there an ability to open up the green roofs for access?*
 - *The proposed 'Central Garden' and podium level gardens provide policy compliant levels of amenity space for the proposed number of residential units. However, enabling access to the green roofs is not possible as these spaces are required to accommodate the amount of solar panels required to meet the required reductions in carbon dioxide. Opening these spaces up could generate additional management issues and costs.*
- *Daylight and sunlight: detail invited on how that works*
 - *A Daylight and Sunlight Report has been submitted which has assessed impacts to surrounding properties as well as the proposed*

dwellings at NNP. In terms of the impacts on neighbouring properties, the report concludes that the proposal would not materially affect the daylight and sunlight received by these properties in accordance with Havering's planning policies and the industry standard BRE guidance. For the proposed dwellings, the testing of the internal daylight conditions generally comply with the industry standard BRE guidance in line with many modern developments. All of the proposed amenity spaces would meet the BRE guidance.

- *Post meeting request: ensure that digital connectivity is built into the development*
 - *High-speed fibre optic connectivity will be built into the development.*

9.5 Comments received by the Committee February 2019 were as follows:

- Reassurances sought that the development would be secure/become gated.
- Charging points needed to be robust to prevent vandalism.
- Daylight and sunlight details were still needed.
- Invite amendments to height to redistribute the units.
- Opportunity for increased family unit provision.
- A strong traffic/parking management plan was needed.
- A survey was needed of existing/former residents to establish their parking needs, detail of that is invited with the submission.
- Opportunity to add/create social value through the scheme.

Officer Response: In answer to the above the applicant has sort to incorporate Members recommendations and responded as follows:

- *Reassurances sought that the development would be secure/become gated.*
 - *The private under-croft car parks and cycle stores will all be secured with restricted access. The Metropolitan Police Secured by Design Officer has reviewed the scheme and considers it to be acceptable. The central garden is a public amenity space and provides connectivity between surrounding neighbourhoods and will not have restricted access.*
- *Charging points needed to be robust to prevent vandalism.*
 - *Specific charging points will be agreed with officers as part of the development.*
- *Daylight and sunlight details were still needed.*
 - *These have been provided.*

- *Invite amendments to height to redistribute the units.*
 - *Reduction in height on the tallest building from 11 storeys to 10 with the area lost redistributed to lower levels. This ensured the proposed buildings were all lower than the existing buildings.*

- *Opportunity for increased family unit provision.*
 - *Additional Duplexes were introduced along New Road increasing the amount of two storey family homes with direct access to the podium gardens.*

- *A strong traffic/parking management plan was needed.*
 - *A Car Park Management Strategy has been included within the submitted Transport Assessment.*
 - *Car parking spaces are to be leased with a maximum of one space per unit. All spaces will require a permit. Each lease will include a “lift and shift” provision to enable the managing agents of the development to control parking and respond to the differing needs of the residents and the development in the long term. Disabled spaces will be allocated on a needs basis.*
 - *The private on-site car parking area, outside the remit of Havering's parking services, will be privately managed by the Applicants' preferred enforcement operator who will be responsible for maintaining safety, security and enforcing the regulations. The Applicants will be responsible for providing parking information to users including residents, visitors and staff who use the site.*

- *A survey was needed of existing/former residents to establish their parking needs, detail of that is invited with the submission.*
 - *This was undertaken and submitted as part of the formal application.*

- *Opportunity to add/create social value through the scheme*
 - *Social value will be created through the implementation of the following programmes:*
 - **Work Experience Placement** - *Opportunities aimed at providing persons that are unemployed / considering a career change to carry out tasks agreed by their supporting organisation and Wates. This will also include work experience placements for students in Havering considering entering the building trades.*
 - **Training Weeks On-Site** - *Aimed at individuals who are studying qualifications from level 1 to 8, including apprenticeships, higher apprenticeships and graduates.*
 - **Jobs Creation On-Site** - *Work with LBH job hub team, JCPs & local employment vehicles to advertise jobs and fill positions with Havering residents.*

- **Further Education** - Support the hired workforce to gain further skills, qualifications and knowledge to a nationally recognised qualifications equivalent to level 2 or above.
- **School Engagement** – School engagement programmes to inspire young people from under-represented groups between the ages of 11-16 to consider joining the construction sector.
- **SME/Supply Chain Strategy** - To build on inward investment on the local economy within the Havering, we will use reasonable endeavour to procure contracts locally. We will ensure that opportunities are advertised to SMEs locally. We will be supporting our supply chain to procure goods locally and record this as a second tier spend.

10 LOCAL REPRESENTATION

- 10.1 The application was advertised via a Press Notice and Site Notice displayed at the site for 21 days.
- 10.2 A formal neighbour consultation was also undertaken with 200 neighbouring properties being notified of the application and invited to comment. Comments have been received from 21 neighbours
- 10.3 The following local groups/societies made representations:
- None.
- 10.4 The following Councillor(s) made representations:
- *Councillor Durant*: (Objection): I am concerned **P0751.19** is an overdevelopment of the site as the buildings are too high and will adversely impact on local services, amenity and highway. Also, it would be out of keeping with the approved plans for south side of A1306 at Dovers Corner and could potentially adversely impact on Rainham Village Conservation Area if Persimmons Homes seek to submit plans to go higher in response to the council plans.
- 10.5 The following neighbour representations were received:
- 19 objectors
 - 2 comments.
 - No petitions have been received.
- 10.6 A summary of neighbours comments is given as follows (as only material comments can be considered as part of the application assessment, these comments have been divided into “material” and “non-material” comments):

Material Representations

Objections

- Building height is unacceptable at this location.
- Development would lead to the loss of privacy of existing residents.
- The development would add to the existing parking pressures. The transport statement acknowledgment that maximum of 207 suggested however the development only proposes 97.
- The development would significant increase traffic along Cherry Tree Road into Dunedin Way, increasing an unreasonable level of traffic along this route. There has been a recent stabbing which lead to a bottleneck being created along this route. Increased number of cars would cause congestion.
- The plans are unclear
- The proposed parking spaces are insufficient to meet the 207 spaces required under the Council's own policies.
- A meeting with local residents should have been had before submission.
- The development would lead to reduced open space in the area.
- The proposed development would be of a greater scale than the existing property.
- Development would be too close to Blewitts Cottage – refuse is too close to property and would encourage rodent issues, west wing trees too close and may cause potential subsidence, this may negatively affect my property and block out sunlight; podium garden would overlook property.
- The proposed increase to existing units from 97 to 197 is too much of an overdevelopment at the site.
- There are already traffic calming methods such as speed humps outside the school which demonstrates that the Council is already aware of traffic issues along the road adding further cars would be unacceptable.
- The development would lead to the closure of some roads and footpaths.
- The development does not have adequate provision of family housing.
- The development does not comply with policy.
- Inefficient community facilities are being provided by the development. For example no doctor's offices, schools, hospital or clinics.
- Nearly 200 units is too much for a village that currently cannot cope.
- The proposal would be cheap and ugly looking.
- At 10 storeys would have fire safety issues. A low rise building would be more suitable.
- The development would harm the existing Conservation Area and heritage within Rainham.
- A separate entrance via New Road should be made so that access is not only via Dunedin Road for cars. Otherwise accidents are likely to happen.

- The proposed development would result in a loss of green space in an area already losing green spaces.
- Insufficient school spaces have been considered by the development.
- We need homes that will last, be safe and be in area where there are services to look after the people in them.

Support

- None.

Officer Response: The above comments are addressed within the Design, Amenity and Highways sections of the report. In regards to the Council's required Notice. A number of public consultations were undertaken by the developer prior to the submission from 2016 and the proposals were made public via local news representations such as the Romford Recorder in May 2016 and 2019. Therefore this legislation has been complied with. Provisions for school places and other infrastructure would be secured through CIL.

Non-material representations

10.7 Below is a summary of comments received from neighbours that do not represent material planning considerations for the determination of the application. This is because they fall outside of the remit of planning. This includes the marketing of properties, purchases of the properties, neighbour disputes and the value of properties.

- Development would reduce property prices.
- The Council has failed to provide sufficient notice under Section 123 of the Local Government Act 1972 (Disposal of Land by Councils) and Section 226 of the Town and Country Planning Act (Compulsory Purchase of Land). "The Council has failed to explicitly demonstrate the case for more intensive development on the site than previously existed"

Officer notes: the impact on the property prices cannot be considered under the planning assessment. The disposal or acquisition of land by the Council is not relevant to the consideration of planning applications.

Procedural issues

10.8 No procedural issues were raised in representations.

11 MATERIAL PLANNING CONSIDERATIONS

11.1 The main planning considerations are considered to be as follows:

- Principle of Development

- Design
- Housing Mix
- Affordable Housing
- Impact on Neighbouring Amenity
- Environment Issues
- Parking and Highways Issues
- Sustainability
- Flooding and Drainage
- Community Infrastructure Levy

Principle of Development

- 11.2 The principle to develop a residential block on site has already been established by the current use. Therefore the development would comply with the Council's current policy framework. Permission for the demolition of the development has also been given under Prior Approval (see permission F0004.18).
- 11.3 The proposed development would also comply with the Rainham and Beam Park Planning Framework by contributing to the green network. The proposal would not hinder the implementation of the wider Masterplan as shown in the Framework. The proposal would contribute to realisation of the proposed Linear Park and A1306 Road improvements which would contribute to the setting of the development and the significant changes taking place to this part of the Borough through regeneration. The development site sits within the London Riverside Opportunity Area and the Rainham and Beam Park Housing Zone where it is projected that the housing zone would produce 3250 new residential units.

Design

Scale, massing and streetscene

- 11.4 The NPPF 2019 attaches great importance to the design of the built environment. Paragraph 124 states *'The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities'*
- 11.5 Policies 7.4 and 7.6 of the London Plan state that new development should be complementary to the established local character and that architecture should make a positive contribution and have a design which is appropriate to its context. Policy 7.7 states that tall building should be limited to sites close to good public transport links and relate well to the scale and character of surrounding buildings, improve the legibility of an areas, have a positive relationship with the street and not adversely affect local character.

- 11.6 Policy DC61 of the Core Strategy and Development Control Policies Development Plan Document states that planning permission will only be granted for development which maintains, enhances or improves the character and appearance of the local area.
- 11.7 The application site is located in the predominantly residential area of Dunedin Road and New Road. The west of the site is adjacent to Blewitts Cottages. To the east of the site are the playing fields for Our Lady of La Salette RC Church school. The majority of dwellings in the locality are of two storey height. The application site is extremely unusual in the location, being the only towers of 13 storeys and could be said to be somewhat out of character. However, the existing character of the site is a relevant consideration and a development which is respectful of the existing character would not be considered inappropriate, subject to achieving good design.
- 11.8 The proposed scheme reflects a contemporary style and comprises 3 building blocks. Block A, (part 1, part 3, part 4 and and part 7 storeys above street level) is positioned west of the site adjacent to Blewitts Cottages which is a 2 storey terrace of houses. Closest to the boundary, the height would be three storey to the north and south and single storey in between with podium level amenity space, rising to four storey on to Dunedin Road and seven storey to New Road. The proposed massing then gradually climbs up to Block B (part 1, part 3, part 4 and part 10 storeys above street level) positioned in the centre of the site. Block B would sit next to the main ground level open space and would be part four/part ten storey fronting New Road and part three/four storey to Dunedin Road. To the east of the site, Block C (part 1, part 3, part 4 and part 9 storey) which would sit next to the playing fields of the La Salette School playing field. The building would be part nine/part four storey to New Road and part four/part three storey to Dunedin Road.
- 11.9 Careful consideration has been given to the design and massing of the residential tower blocks with the majority of the higher parts of the blocks being situated away from the two-storey low rise character. The position of the higher parts of the blocks being on New Road relate better with the more suburban feel of the properties on Dunedin Road where the proposed scale is less. The distribution of height and massing throughout the three blocks is well balanced and the separation between the three main apartment blocks is considered to be suitable.
- 11.10 The development is sufficiently set back from Dunedin Road to ensure the building line relates sensibly to surrounding development, and to prevent an overbearing impact upon the streetscene at that elevation. The proposed height is comparable to the existing blocks so justifies the scheme at that location. The use of the green landscape at ground floor and podium softens the appearance of the block massing and allows the development to relate

better to the nearby playing field and open areas immediately adjacent the site. The change in scale between the building blocks creates interest in frontages and works well.

- 11.11 No concerns are raised in relation to impact on the Rainham Conservation Area being over 0.3 miles away. In long views it would appear from the views submitted in support of the application that the proposal would not harm the nearby historic environment.
- 11.12 Materials samples have been submitted with the application to demonstrate the quality of external finishes. The applicant has proposed brick finishes as follows: Block A (Taylor Maxwell Cream brick, Carsington Cream), Block B (Bradgate, Medium Grey), Block C (Michelmersh Red brick, First Quality Multi). Balconies would be finished with white wet cast stone with metal detailing railings. The entrance areas to the flats would be encased in a bronze metal cladding. Whilst further details are required regarding mortar types and further metalwork samples for example regarding the entrances, officers consider that the details currently presented provide adequate detail to demonstrate that a high quality finish can be achieved.
- 11.13 There have been a number of neighbour comments objecting to the style of the proposed building and high number of units, with houses preferred. However, given the pressures on land, the need to balance the economic benefits of the scheme so that further developments can come forward and the growing pressures for homes, a development of houses alone at the site would likely be unviable and would not sufficiently contribute to meeting the housing demand in the area.
- 11.14 There is a clear balance to be made between the need to provide for the growing demand for housing within the Borough and the type of housing suitable to meet this demand. Unfortunately, as the Council cannot meet the housing needs through its own funding, the economic benefits of these schemes must also become an important element of the assessment. The current scheme is a clear attempt to contribute towards the Borough wide housing targets. The proposal would replace existing towers. Therefore the development is context driven.
- 11.15 A comprehensive green landscape with a good level of quality is proposed and the development would make contributions toward Borough programs such as the linear park, cycle ways and other infrastructure.
- 11.16 The applicant makes provisions for sustainable modes of energy with the installation of Photovoltaic Panels (PV) on the roof of all three blocks. These would sit atop of brown and green roofs to further enhance biodiversity. Details for these will be secured by condition.

11.17 Overall, the development would contribute positively to the surrounding area and would enhance the area visually subject to securing high quality finish through the details required by condition.

Quality of residential accommodation

11.18 Policy 3.5 of the London Plan states that new residential units should provide the highest quality internal environments for their future residents by meeting minimum floor areas in accordance with the Government's technical housing standards set out in Table 3.3. These requirements are also further elaborated within the Mayor's London Housing SPG (Technical housing standards - nationally described space standards). Together these form the pivotal backbone for the quality of any future residential accommodation. The SPD details specific space standards for communal areas, storage, bathroom spaces and corridors width.

11.19 All units comply with the London Plan and the National Technical Housing Standards in terms of overall size, storage, communal space and bathroom size. Therefore it is considered that all units are of an acceptable quality.

Amenity Space

11.20 Havering's Residential Design SPD does not prescribe minimum space standards for private amenity space stating that the fundamental design considerations for amenity space should be quality and usability. However balconies should be incorporated into all developments and should, as a minimum, be 1.5 metres in depth to allow adequate space for a table and chairs and should be secure. All upper storey units have a balcony. In addition, a total of 5250 square metres of communal amenity space is also proposed across podium level and ground floor. This is significantly over the required outdoor amenity space required under the London Plan.

11.21 Three areas specifically designated for play are proposed totally 580sqm. However details regarding the exact play area treatment and equipment are required to be secured by condition. It will be required that they comply with LEAP (Local Equipped Area for Play) play area guidance of at least 5 experiences. However the position and space given to play is suitable and considered safe.

Sunlight and Daylight to Proposed Units

11.22 The applicant has provided an internal and external daylight assessment against the Building Research Establishment (BRE) guidelines for the lower parts of the blocks, measuring the average daylight factor (ADF) within living rooms to understand the amount of daylight afforded to these spaces. An ADF of 5% is recommended for a well day lit space, 2% for partly lit, below 2% the

room will likely be dull and require electric lighting. As a minimum of 1.5% ADF for living rooms is recommended.

- 11.23 The assessment considers the likely levels of sunlight, daylight and views of the sky for possible future residents as well as the possible loss of light to existing occupiers.
- 11.24 It demonstrates that overall (when adjusted in keeping with the guidance), all amenity spaces would comply with the BRE standards. 432 of the 528 (82%) of the rooms tested would fully comply with BRE standards. In some cases where rooms did not comply this was owing to the position of an overhanging balcony. However, where the rooms failed there was still good visibility to the sky for 50% of the units (that fall short) or the rooms were not primary living spaces such as bedrooms or living rooms. There are a number of single aspect units. However only one of these units is north facing (ground floor, Block A). Overall these units are considered to be of a generous size and are therefore suitable. The overall outlook and light levels to all these units, including the Block A north facing unit, are considered acceptable. There would be no significant impact on the level of sunlight and daylight amenity to existing neighbours compared to the existing arrangements at the site. Therefore it is considered that the development is acceptable.
- 11.25 Considering the above, the overall development would provide a good quality of accommodation to future occupants in terms of daylight and sunlight.

Access/Disabled Units

- 11.26 Policy 3.8 of the London Plan states that 10% of new units within a development should be wheelchair accessible or easily adaptable for residents who are wheelchair users. Provision should also be made for affordable family housing, wheelchair accessible housing and ensure all new housing meets parts M4 (2) and (3) of the Building Regulations as follows:

Part M4(2)

- *90% of the dwellings shall be designed to be Category 2 'Accessible and adaptable'*

Part M4(3)

- *10% of the dwellings shall be designed to be Category 3 'Wheelchair user dwellings'*

- 11.27 Details submitted with the application fail to fully demonstrate full compliance with the provision of M4(2) as the floor plans for each unit needs further clarification. However there appears to be sufficient space to meet this requirement. Therefore clarification would be secured via condition.

11.28 The development also fails to comply with the provision of M4(3). 17 disabled units are proposed under the scheme which is less than the required 10% of the total units. However the applicant is happy for this to be secured by condition. In addition, officers consider that the position of some of the disabled units are too high and would compromise the safety of the relevant end-users in the event of an emergency. Therefore, in the event of an approval, a condition will be attached to require the provision of 10% wheelchair accessible units in more sensitively located positions.

Secured by Design

11.29 In terms of national planning policy, paragraphs 91-95 of the National Planning Policy Framework (2012) emphasise that planning policies and decisions should aim to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. In doing so planning policy should emphasise safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas.

11.30 The above strategic approach is further supplemented under Policy 7.3 of the London Plan which encompasses measures to designing out crime to ensure that developments reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. In local plan policy terms, policies CP17 and DC63 are consistent with these national and regional planning guidance. The SPD on Designing Safer Places (2010), forms part of Havering's Local Development Framework and ensures adequate safety of users and occupiers by setting out clear advice and guidance on how these objectives may be achieved and is therefore material to decisions on planning applications.

11.31 In keeping with these policies officers have consulted the Metropolitan Police to review the submitted application. They have commented that the application is acceptable subject to conditions stipulating that prior to the commencement of development the applicant shall be required to make a full and detailed application for the Secured by Design award scheme and thereafter adhere to the agreed details following approval. These conditions will be attached.

Density

11.32 The development proposal is to provide 197 residential units on a site area of 0.79ha which equates to a density of 249 units per ha. The site is an area with low-moderate accessibility with a PTAL of 2. Policy SSA12 of the LDF specifies a density range of 30-150 units per hectare; the London Plan

suggests a density range of between 35 and 170 dwellings per hectare depending upon the setting in terms of location (suggesting higher densities within 800m of a district centre or a mix of different uses). The Planning Framework suggests a density of between 100-120 dwellings per hectare.

- 11.33 However the density matrix does not represent a hard rule but rather a guidance to development. The high density need not represent an area of conflict on policy grounds. The Greater London Authority has issued guidance that whilst the London Plan Density Matrix provides direction on how site potential can be reached, density should not be applied mechanistically and without due consideration to other factors. Councils should take into account aspects such as the local context, design, transport capacity and social infrastructure.
- 11.34 In this case, the site is in fairly close proximity to shopping and public transport in Rainham district centre. The approach to the site has been design led, reflecting the existing tall buildings on site and providing for quality open space to be provided. In this particular instance, a density in excess of guidance is not considered to be harmful in itself.

Housing Mix

- 11.35 The NPPF (2018) seeks to steer development to deliver a wider choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. Policy 3.8 of the London Plan encourages new developments offer in a range of housing mix choices. The above policy stance is to allow Londoners a genuine choice of homes that they can afford and which meet their requirements for different sizes and types of dwellings in the highest quality environments.
- 11.36 Policy DC2 sets out an indicative mix for market housing of 24% 1 bedroom units, 41% 2 bedroom units, and 34% 3 bedroom units. DC6 states that in determining the mix of affordable housing, regard should be paid to the latest Housing Needs Survey. The Council's Housing Strategy (2014) which was informed by an extensive Housing Needs and Demands Assessment (2012) suggested that 75% of the rented provision should be one or two bedroom accommodation and 25% three or four bedrooms and for intermediate options, a recommended split of 40:40:20 for one, two and three bedroom accommodation.
- 11.37 The current application proposes a total of 197 residential units with a division of 44% one beds, 46% 2 beds and 10% 3 beds. This mix results in low levels of 3 bedroom family units and therefore fails to fully comply with the policy mix requirements. However unlike a number of these flatted developments, the

application proposes 10 duplex apartments at ground floor and first floor which are supported and encouraged.

11.38 While the policy mix is the Council’s preferred approach, the supporting text requires that any short comings in these mixes could be mitigated with other benefits. It should also be noted that the supporting text to London Plan Policy 3.4 states “*While there is usually scope to provide a mix of dwelling types in different locations, higher density provision for smaller households should be focused on areas with good public transport accessibility (measured by Public Transport Accessibility Levels [PTALs]), and lower density development is generally most appropriate for family housing.*” Given the site’s location and previous use the development would be considered to be of high density and therefore would be more suitable to smaller units. Therefore the proposed lower levels of family units is considered context driven for the site and location.

11.39 In addition, it should be noted that the existing units on site to be replaced are all one and two bedrooms units only. There are no family units. Therefore the proposed developments would better contribute to the type of housing mix supported by policy. See below breakdown.

| | 1+ | 2+ | 3+ | 4+ | Total |
|-----------------|----|----|----|----|-------|
| Proposed | | | | | |
| Market | 31 | 37 | 3 | | 71 |
| Social | 56 | 53 | 17 | | 126 |

| Existing | | | | | |
|-----------------|----|----|--|--|----|
| Market | 5 | 5 | | | 10 |
| Social | 43 | 44 | | | 87 |

Affordable Housing

11.40 Currently, the Council has an aspiration to achieve 50% of all new homes built as affordable and seeks a split of 70:30 in favour of social rented (policy DC6). London Plan Policy 3.11 states that affordable housing provision should be maximised, ensuring an average of 17,000 more affordable homes within London over the course of the Plan period. Policy 3.13 emphasises that Boroughs should normally require affordable housing provision on a site which has capacity to provide 10 or more homes. Policy 3.12 sets out that “negotiations on sites should take account of their individual circumstances including development viability and in support of this, the London Plan requires a tenure split of 60:40 in favour of affordable rented.

11.41 The Mayor of London’s Supplementary Planning Guidance, Homes for Londoners (2017), states that it is essential that an appropriate balance is struck between the delivery of affordable housing and overall housing development. Under its “Fast Track Route” policy, it is required that

development land in public ownership or public use should be expected to deliver at least 50 percent affordable housing without a grant in order to benefit from the Fast Track Route.

11.42 The preferred tenure split as set out under policy CP2 of the London Borough of Havering's Local Development Framework (2008) is for 70% of affordable housing to be delivered as social/affordable rent and 30% as intermediate, to include London Living Rent and Shared Ownership.

11.43 The existing residential units on site total 97 of which 87 are social housing (90%). The proposed development would result in 64% affordable housing (126 units) with a split of 69% social rented and 31% affordable rent. This provision is in keeping with the minimum affordable housing units to be secured under such schemes. The proposed tenure mix is also largely policy compliant. Therefore the development would meet both LBH policies and the London Plan's. See below table:

| Housing option | Unit numbers | Percentage of total |
|-----------------|--------------|---------------------|
| Private | 71 | 36% |
| Social Rent | 87 | 44% |
| Affordable Rent | 39 | 20% |
| Total | 197 | |

11.44 As the development is a Council lead scheme, there is a clear mandate to ensure that existing residents have a right to return. This must account for at least 97 units alone. At the same time, it is important to ensure these developments inject some economic capital into the Council's vehicle for housing development and regeneration in order to ensure sustainable housing for Havering. 64% affordable housing units are proposed, with some duplex housing forms.

11.45 For the reasons outlined above officers are satisfied that when considered against relevant policy the subject application would accord with key policy objectives in relation to affordable housing provision. These provisions will be secured by S106 planning obligations.

Impact on Neighbouring Amenity

11.46 The Residential Design SPD states that new development should be designed such that there is no detriment to existing residential amenity through overlooking and/or privacy loss and dominance or overshadowing. Policy DC61 reinforces these requirements by stating that planning permission will not be granted where the proposal results in unacceptable overshadowing, loss of sunlight/daylight, overlooking or loss of privacy to existing properties.

- 11.47 The proposed blocks are bounded by Dunedin Road to its north and New Road to its south. To the west of the site are the properties at Blewitts Cottages and to the east are the school playing fields. The plot arrangements in Dunedin Road (to the west of the site) means that the rear gardens of the properties on that part of Dunedin Road actually face onto this road while the front of these houses face onto New Road. Opposite the site on Dunedin Road are two storey houses/maisonettes.
- 11.48 Concerns on the future amenity arrangements in the area have been raised by neighbour on the grounds that:
- The development would lead to the loss of privacy for existing neighbours
 - The proposed development would be of a larger scale than the existing blocks.
- 11.49 It does not follow that the development being of a larger scale than existing would render it automatically unacceptable. In relation to the loss of privacy, all three proposed buildings would sit closer to those properties at Dunedin Road as the building footprint moves closer than the existing towers. In relation to the north facing elevations, the window to window distance across Dunedin Road would be in excess of 17 metres. It is considered that at this distance, the degree of overlooking would not be excessive and is comparable to many existing street situations. In terms of outlook, this will change but it is not considered that the proposal at 1/3/4 storeys rising in height toward New Road to 7/9/10 storeys would appear unduly dominant given the distance from properties in Dunedin Road.
- 11.50 The boundary of the site adjoins Blewitts Cottage. Running along the rear garden boundary was a decked car park which has recently been demolished. The proposed Block A would be sited off the boundary by about 6 metres and in this respect there would be an improvement to the immediate outlook. However, beyond the boundary, the outlook from the garden and rear of the houses would undoubtedly change compared to the current view of the 13 storey towers. The highest parts of the proposed Block A at 7 storeys is approximately 20 metres from the side boundary of Blewitts Cottages and this is considered sufficient to minimise any significant loss of outlook. Window to window relationships would be at an oblique angle at a minimum of 28 metres and this is considered acceptable. The occupier of the neighbouring site has commented that the proposed bins would be too close to their property and that the proposed trees may cause potential subsidence and loss of sunlight to this property. The proposed Underground Refuse Storage (URS) bins would be over 12 metres away from this neighbour which is considered to be acceptable. The applicant's indicative landscape plan shows that the planting of shrubs and trees are proposed along the shared boundary with this property. However the exact position and type is to be conditioned.

Subsidence is not a planning matter, but a matter between the parties. Given that the most recent boundary was the first floor deck of a car park, replacement with landscaping is considered to be an improvement.

- 11.51 The applicant has submitted a sunlight and daylight study looking at the likely impact on the development on nearby residents. This concluded that given the stepped approach of the development and the position of the site, there would be minimal impact to local residents in the summer and winter in terms of overshadowing, sunlight and daylight. In light of this, officers consider that the proposed sunlight and daylight impacts are acceptable. This proposal would make no significant difference to neighbouring amenity.

Comparable Overall building heights

| <i>Scheme</i> | <i>Height (meters)</i> |
|------------------------------------|------------------------|
| Existing towers | 39.73 |
| Current scheme Proposed Tri-Blocks | 37.60 |

- 11.52 The applicant has commissioned a micro climate study which on the basis of a desktop assessment considers that the proposal will be no worse than existing in regard to wind conditions. However, it is considered that further modelling would be required to confirm this and a suitable condition is recommended.
- 11.53 Subject to the above, it is considered that the impact of the development in terms of neighbouring residential or indeed business occupiers would not be significant in terms of loss of residential amenity including daylight, overshadowing or loss of privacy.

Environmental Issues

- 11.54 The Environmental Health Officer has raised no objections in relation to any historical contaminated land issues, air pollution or noise. The Environment Agency has also been consulted and has confirmed that there are no objections to the proposals by way of environmental matters.
- 11.55 A Contaminated Land study was undertaken with details submitted under the application. This concluded that contamination levels at the site and any associated risk levels were considered "Moderate" to "Low". It should also be noted that the site is brownfield land and currently benefits from residential use. However the Council's Environmental Health Officer has commented that the report does identify the presence of some contaminants in the soil. Therefore some remediation and contamination works would be required to secure the site for future use. These will be secured via conditions.

- 11.56 The proposed development is located within an area of poor air quality which suffers from high concentrations of nitrogen dioxide. Therefore it has been designated as an Air Quality Management Area (AQMA). To safeguard against additional unnecessary impacts to air quality, conditions are recommended to mitigate future impacts during the construction and operational phases of the development, including details to protect the internal air quality of the buildings as well as a requirement for ultra-low carbon dioxide boilers.
- 11.57 In terms of noise, the existing residential unit housed 97 units. However it is difficult to determine the number of actual inhabitants. Nevertheless, the proposed scheme proposes an addition 100 units. Given the location of the site the likely increased noise would be most experienced by the units at Blewitts Cottage (6 metres away). Noise mitigation measures have been submitted under the noise report conducted by RBA Acoustics. These measures have been reviewed by the Noise Officer who has commented that they fail to provide sufficient details. Therefore the development would only be acceptable subject to conditions requiring further and more details residential noise prevention insulation and attenuation. These will be secured via condition.
- 11.58 The application site is located on the Thames and Ingrebourne River flood plain. It falls under Flood Zone 3. Flooding and drainage strategies have been submitted with the application and will be discussed in later sections. However the proposed methods have been accepted by the Environment Agency and the Flood Officer.

Parking and Highways Issues

- 11.59 Policies CP9, CP10 and DC32 require that proposals for new development assess their impact on the functioning of the road hierarchy. The overriding objective is to encourage sustainable travel and reduce reliance on cars by improving public transport, prioritising the needs of cyclists and pedestrians and managing car parking. A Transport Assessment has been submitted with the planning application as is required for all major planning applications.
- 11.60 Policy DC33 seeks to ensure all new developments make adequate provision for car parking. In this instance the application site is located within an area with a Public Transport Accessibility Level (PTAL) rating 2 (Poor) where 6b (Excellent) is the highest. The site is 15 minutes' walk to Rainham Station which provides train lines into Central London. There is also nearby access to bus routes to Romford, Hornchurch, Barking and Lakeside and other nearby centres. A comparative table of existing parking in the area is provided below:

Vehicle Parking

| Type | Existing No. | Proposed No. | Difference |
|----------|--------------|--------------|------------|
| Cars | 74 | 92 | 8 |
| Disabled | | 10 | 10 |
| Cycle | | 355 | 355 |

- 11.61 Car parking would be provided at ground floor of all Blocks. Block A-B would be linked at ground floor level and make provision for 76 car parking spaces, while 16 would be provided at Block C. Cycle parking is proposed for 355 bicycles. Ten parking spaces have been allocated for disabled parking, 6 at Blocks A-B and 4 in Block C. No specific spaces have been allocated for electrical vehicles at present. A condition requiring 20% passive and 20% active electrical charging points in line with the London Plan will be attached.
- 11.62 Neighbour comments have been received on the grounds that the proposed development would lead to increased parking pressures in the area with the development only proposing 97 spaces (the application actually proposes 92 spaces). Neighbours have also commented that the development would increase traffic along Cherry Tree Road.
- 11.63 In support of the application, the applicant has undertaken a survey of parking availability in the surrounding area. Based on overnight surveys, it was found that, except for Evansdale, no streets suffered from significant levels of parking stress. Dunedin Road was found to have 50 cars parked where there is capacity for 167 spaces; New Road 17 cars parked where there is capacity for 30 spaces; Gisborne Gardens 9 cars parked where there is capacity for 21 spaces; Queenstown Gardens 14 cars parked where there is capacity for 24 spaces; New Zealand Way 39 cars parked where there is capacity for 77 spaces. Overall it was found that there was capacity for up to 448 parking spaces in streets surrounding the site with 156 cars parked (35% stress). Given the availability of parking in surrounding streets, it is considered that there are no grounds to object on grounds of shortfall of on-site parking provision.
- 11.64 Transport for London have been consulted and have raised no objections. The Greater London Authority has also commented in its Stage 1 comments that the proposed cycle storage and car parking facilities are of an acceptable level. The applicant has provided a Travel Plan with the application which is welcomed. A condition will be attached to require the appointment of a Travel Plan Co-ordinator prior to occupation with the aim of encourage sustainable methods of transport for occupiers and visitors. The Travel Plan will also be secured via condition and be reviewed annually for a period of five years following occupancy.

- 11.65 The site would benefit from the proposed introduction of the Beam Parkway linear park which is proposed for the area. Part funding for the linear park is sought from developer contributions based on the length of frontage along New Road. In this particular case, the applicable amount is £154,407, to be secured by legal agreement.
- 11.66 Policy DC32 of the LDF seeks to ensure that development does not have an adverse impact on the functioning of the road network. Policy DC33 seeks satisfactory provision of off-street parking for developments. Policy DC2 requires that parking permits be restricted in certain circumstances for occupiers of new residential developments. Officers consider that given the likely number of new homes planned for the area, it would be beneficial for the existing streets to be subject to Controlled Parking Zone (CPZ) restrictions and for new developments to be subject to restrictions preventing occupiers from obtaining permits. In this case, it is recommended that a contribution be secured for CPZ implementation as well as parking permit restriction. If a CPZ is introduced, it would minimise conflict between existing and future residents over parking.
- 11.67 The applicant has agreed to the above sums. The Local Highway Authority has raised no objection subject to the applicant entering into a Legal Agreement to prevent future occupiers from applying for parking permits. Subject to the completion of this agreement and the attached planning conditions, the proposal would be acceptable in highway terms and it is not considered that the proposed development would result in parking or highway safety issues. The legal agreement would be consistent with the other residential developments within this area.
- 11.68 The application proposes an Underground Refuse System (URS). This system is in keeping with the London Borough of Havering's future aspirations for sustainable methods for refuse in the Borough. The refuse containers will have capacity for 5000L and there will be 13 at the edges of the site. In addition, for large goods there will be a refuse storage area at Block A. A condition securing the refuse management plan will be attached to any permission to ensure the details for how this will be managed are brought forward for review by officers. Lastly, a Construction Management Plan condition is recommended to be attached to ensure neighbouring amenity is safeguarded and the highway network is not prejudiced.

Sustainability

- 11.69 In recognising the importance of climate change and the need to meet energy and sustainability targets, as well as the Council's statutory duty to contribute towards the sustainability objectives set out within the Greater London Authority Act (2007), Policy 5.2 of the London Plan requires all major developments to meet targets for carbon dioxide emissions. This is targeted

the eventual aim of zero carbon for all residential buildings from 2016 and zero carbon non-domestic buildings from 2019. The policy requires all major development proposals to include a detailed energy assessment to demonstrate how the targets for carbon dioxide emissions reduction outlined above are to be met within the framework of the energy hierarchy.

11.70 The Mayor of London's SPG on *Housing* (2016) applies a zero carbon standard to new residential development, and defines zero carbon homes as homes forming part of major development applications where the residential element of the application achieves at least a 35 percent reduction in regulated carbon dioxide emissions (beyond Part L 2013) on-site. Furthermore, the Mayor of London's SPG on Sustainable Design and Construction (2014) provides guidance on topics such as energy efficient design; meeting carbon dioxide reduction targets; decentralised energy; how to off-set carbon dioxide where the targets set out in the London Plan are not met.

11.71 In terms of the Local Plan policy DC50 (Renewable Energy), there is a need for major developments to include a formal energy assessment showing how the development has sought to ensure that energy consumption and carbon dioxide emissions are minimized applying the principles of the energy hierarchy set out in the London Plan.

11.72 A Sustainability and Energy Report has been submitted and reviewed by officers. This has been undertaken to satisfy the following requirements:

- To demonstrate how the development shall reduce the carbon emissions by at least 35% over a similar gas heating system in relationship to Building Regulations Part L1A 2013 as required by the London Plan.

11.73 The approach to sustainable development is to improve the energy efficiency of the building beyond the requirements of Building Regulations. This follows the most recognised method of achieving sustainability through the energy hierarchy:

- Energy conservation – changing wasteful behaviour to reduce demand.
- Energy efficiency – using technology to reduce energy losses and eliminate energy waste.
- Exploitation of renewable, sustainable resources.
- Exploitation of non-sustainable resources using CO₂ emissions reduction technologies.
- Exploitation of conventional resources as we do now.

- 11.74 To demonstrate viability the appraisal highlights that at this stage a 32% carbon reduction can be achieved on average across the whole development through the improvements to fabric efficiency, energy reduction, Photovoltaic panels, a brown roof and other renewable energy. However this is below the required 35% stated under the London Plan. The GLA have commented that although this is slightly lower than required they are satisfied that there is "...little further potential for carbon dioxide reductions onsite. Accordingly, the remaining regulated carbon dioxide emission reductions should be met through a Section 106 contribution to the Council's offset fund in order to meet the zero carbon target." In light of this officers accept the lower provision and will secure the remaining 75% by S106 off site contributions charged at £60 per tonne.
- 11.75 Policy 5.3 of the London Plan seeks that developers utilise the highest standards of sustainable design and construction to be achieved to improve the environmental performance of new developments. Guidance of how to meet the requirements as presented from the above policy is further discussed within SPD Sustainable Design Construction (2009). This encourages developers to consider measures beyond the policy minimum and centred around development ratings, material choice, energy and water consumption.
- 11.76 Policy 5.9 of the London Plan emphasises that major development proposals should reduce potential overheating and reliance on air conditioning systems
- 11.77 The development incorporates a large sustainable green roof. This would mitigate water runoff and sewer overflow by absorbing and filtering water that would normally be directed to gutters, increasing volume during wet weather. The green roof will also add to a greener air flow in the location by removing air particulates and producing oxygen.
- 11.78 In recognising the need to protect and conserve water supplies and resources a series of measure and guidance has been provided under Policy 5.15 on of the London Plan where it stresses that planning decisions should seek development to minimise the use of mains water by incorporating water saving measures and equipment and designing residential development so that mains water consumption would meet a target of 105 litres or less per person per day. This is supplemented under Standard 37 from the Mayor of London's SPG on *Housing* 2016, the target set out in this standard is in line with the lower optional maximum water consumption requirement which is set out in Part G of the Building Regulations from October 2015.
- 11.79 Policy DC51 highlights the need for applicants, as a minimum, to incorporate a high standard of water efficiency which can include greywater and rainwater

recycling to help reduce water consumption. Therefore a condition will be attached to ensure the 105 litre target is maintained.

Flooding and Drainage

- 11.80 Guidance under the NPPF seeks to safely manage residual risk including by emergency planning and give priority to the use of sustainable drainage systems.
- 11.81 In order to address current and future flood issues and minimise risks in a sustainable and cost effective way Policy 5.12 of the London Plan emphasises that new developments must comply with the flood risk assessment and management requirements and will be required to pass the Exceptions Test addressing flood resilient design and emergency planning as set out within the NPPF and the associated technical Guidance on flood risk over the lifetime of the development. Furthermore, Policy 5.13 of the London Plan stresses that development should utilise sustainable urban drainage systems (SUDS) and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.
- 11.82 In terms of local planning policies, policy DC48 emphasises that development must be located, designed and laid out to ensure that the risk of death or injury to the public and damage from flooding is minimised whilst not increasing the risk of flooding elsewhere and ensuring that residual risks are safely managed. The policy highlights that the use of SUDS must be considered. Further guidance of how to meet the requirements as presented in the Core Strategy is supplemented under LBH's SPD on '*Sustainable Design Construction*' 2009 which encourages developers to consider measures beyond the policy minimum and centred on Flood risk.
- 11.83 Policy DC51 seeks to promote development which has no adverse impact on water quality, water courses, groundwater, surface water or drainage systems. Whilst policy CP15 (Environmental Management Quality) seeks to reduce environmental impact and to address causes of and to mitigate the effects of climate change, construction and new development to reduce and manage fluvial, tidal and surface water and all other forms of flood risk through spatial planning, implementation of emergency and other strategic plans and development control policies; whilst having a sustainable water supply and drainage infrastructure.
- 11.84 The application site is located approximately 300m from Ingrebourne Marshes SSSI site, and 700m from Inner Thames Marshes SSSI. The site is within Flood Zone 3 (most at risk of flooding). Foul water will discharge to Thames Water's sewer network. Surface water is also proposed to be discharged into

existing sewers. Policy 5.13 of the London Plan states that developments should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so and applicants should aim for greenfield run-off rates.

- 11.85 The applicant has given insufficient details for SUDs in their submission contrary to the policy requirements. Accordingly, a condition in that regard is recommended to ensure a surface water strategy is in place prior to the completion of the development which incorporates measures such as rain water harvesting. In addition, insufficient information has been submitted in regards to podium gardens or green roof. Therefore it is considered expedient that these be reviewed following consent and subject to planning condition.

Community Infrastructure Levy

- 11.86 The Mayor has established a CIL charging schedule with a recent amendment that came into force from 1st April 2019. The amendment increases the CIL contribution by £5 per square metre to £25. The proposed development would be liable for this charge. The development would result in 17,192 square metres. Therefore a mayoral levy of £429,800 is applicable, subject to any relief for social housing and/or existing floorspace.

- 11.87 The London Borough of Havering's CIL was adopted in September 2019. Therefore financial contributions for the education infrastructure will be secured via this mechanism. As the proposed floor area for the development is 17,192sqm and the CIL charging schedule applies a charge of £125 per sqm to any development in Zone A (any development north of the A1306). Therefore the applicable levy is £2,149,000, but this would be subject to relief for social housing and/or existing floorspace.

FINANCIAL AND OTHER MITIGATION

- 12.1 Policy DC72 of the LDF emphasises that in order to comply with the principles as set out in several of the Policies in the Plan, contributions may be sought and secured through a Planning Obligation. Policy 8.2 of the London Plan states that development proposals should address strategic as well as local priorities in planning obligations.
- 12.3 The Rainham and Beam Park Planning Framework seeks to deliver a new Beam Parkway linear park along the A1306 including in front of this site and seeks developer contributions for those areas in front of development sites. The plans are well advanced and costings worked out – based on the frontage of the development site to New Road, the contribution required for this particular site would be £154, 407.18. This is necessary to provide a satisfactory setting for the development rather than the stark wide New Road.

12.4 From a sustainability perspective, the proposal is accompanied by a Sustainability Statement and Energy Statement. The reports outline an onsite reduction in carbon emissions by 32%, to include a photovoltaic strategy which aims to further reduce CO2 emissions across the entire site. As the requirements are for 100% reduction, this would result in a shortfall of 68%. Therefore the Mayors calculation of a financial contribution of £60 per tonne in lieu of on-site carbon reduction measures is applicable. In the event of an approval and in compliance with the hereby attached conditions a final sum will be calculated. The mechanism for this will be secured via a S106 legal agreement in accordance with Policy 5.2 of the London Plan.

12.5 In light of the above and discussions in other parts of this report the proposal would attract the following section 106 contributions to mitigate the impact of the development:

- Affordable Housing 64% to be delivered with a tenure split of 70:30 between social rent and affordable rent.
- Affordable housing rent levels secured and early and late Stage Viability Review Mechanisms attached.
- Linear Park contribution sum of £154,407
- Carbon offset fund contribution in respect of shortfall of the residential units to achieve a 100% reduction in carbon dioxide emissions compared to Part L of the Building Regulations 2013, such sum calculated at sixty pounds (£60.00) per tonne that falls below the 100% threshold, for a period of 30 years, duly Indexed, and the commercial units; and in respect of the commercial units to achieve a 35% reduction in carbon dioxide emissions compared to Part L of the Building Regulations 2013, such sum calculated at sixty pounds (£60.00) per tonne that falls below the 35% threshold, for a period of 30 years, duly Indexed
- Job Brokerage 4 per 10,000spm of development
- Traffic Management contribution of £10,000, Indexed. For the review of waiting and loading restrictions on loading restrictions on New Road.
- On-street cycle parking contribution of £15,000 for the provision of cycle parking in the vicinity of the site, Indexed.
- Restriction on obtaining parking permits for residential, retail and commercial occupiers.
- Controlled Parking Zone contribution £22,064 (£112 per unit).
- Travel Plan (including the appoint of a Co-ordinator)
- Enter into a PPA with the LPA for the discharge of conditions.
- Reasonable legal fees for the drafting and negotiation of the deed whether or not it goes to completion
- Monitoring fee towards the Council costs of monitoring compliance with the deed

- Any other planning obligation(s) considered necessary by the Assistant Director Planning

12.6 It should be noted that the above figures may change should there be any amendment to the scheme.

CONCLUSIONS

- 13.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the Mayor's London Plan and the Development Plan, as well as other relevant guidance and material considerations, have been carefully examined and taken into account by the Local Planning Authority in their assessment of this application.
- 13.2 The preliminary proposals for the site were subject to consideration by the Quality Review Panel and Strategic Planning Committee and comments made in these forums have had some input into the development. The proposal would not significantly affect the amenities of neighbouring residential properties. It would provide for much needed quality housing, including 126 affordable units, all with a good standard of accommodation including outlook, privacy and access to daylight.
- 13.3 As conditioned, the proposal would not compromise the character of the locality or any nearby historic environments or buildings. It accords with the relevant development plan policies and conforms to the design principles and parameters established by the Council's policies.
- 13.4 The design of the development is considered appropriate for its location, which also provides for a good level of variety and legibility in the built form. The materials, layout and building form relates well to the surrounding area resulting in a development that would be aesthetically pleasing subject to conditions securing detailed material elements of suitable quality.
- 13.5 In light of the above, the application is **RECOMMENDED FOR APPROVAL** in accordance with the resolutions and subject to the attached conditions and completion of a legal agreement.