



Havering
LONDON BOROUGH

**Strategic Planning
Committee – Developer
Presentation
25 March 2021**

Pre-Application Reference:

PE/00974/20

Location:

**NEW CITY COLLEGE (PREVIOUSLY
KNOWN AS HAVERING COLLEGE),
ARDLEIGH GREEN RD, LAND OFF
NELMES WAY AND GARLAND WAY,
EMERSON PARK, HORNCHURCH.**

Ward:

SQUIRRELS HEATH

Description:

**HYBRID PLANNING APPLICATION
COMPRISING AN 87-BEDROOM PRIVATE
CARE HOME (C2 USE CLASS) (DETAILED
APPLICATION) AND 3 TWO-STOREY
SELF-BUILD HOUSES (OUTLINE
APPLICATION) LAYOUT AND ACCESS
ONLY WITH ASSOCIATED
LANDSCAPING, PARKING, BINS AND
CYCLE STORE.**

Case Officer:

Raphael Adenegan

1 BACKGROUND

- 1.1 This proposed development is being presented to enable Members of the committee to view it before a planning application is submitted and to comment upon it. The development does not constitute an application for planning permission and any comments made upon it are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
- 1.2 The proposed planning application has been the subject of pre-application meetings with Officers. There have been four pre-application meetings with officers and the scheme has evolved over the months. These proposals were

presented to the Councils' Quality Review Panel (Chair Review only) on the 16th February 2021. Pre-application discussions with the applicants have included the principle of the development proposed including quantum of development, massing, height layout, access and landscaping planning that have been undertaken by the applicants subject to a design code (for the outline development) being developed for the site. The proposals are being brought to Committee at this stage.

2 PROPOSAL AND LOCATION DETAILS

2.1 Proposal

Hybrid (part detailed / part outline) planning application for a mixed-use development of the site comprising:

- Full detailed application: Construction of a new 3-storey care home (C2 use class) which will provide circa. 87 care suites, including 24 dementia suites;
- The new care home will have communal facilities including: a village hall, garden room, café, restaurant, bistro; family room, lounge/activity/hobby rooms, cinema room and salon/therapy rooms;
- The new care home will be served by the existing access off Nelmes Way with a 6m wide road and pedestrian footpath continuing into the site;
- Associated landscaping, parking spaces (up to 50 spaces including car cub) refuse and cycle stores.
- Outline Part (with only access and layout for consideration other matters reserved) application of 3 x 4bed two-storey self-build houses,
- Vehicle access would be from Garland Way

2.2 The proposed pre-application enquiry subject to review is a hybrid application. The information provided as part of this enquiry includes indicative quantum, design/appearance and landscaping.

2.3 The key objective stated by the applicant will be to create high quality buildings and places, which helps boost the supply of private care homes in the borough and minor contribution to the Council housing stock.

Site and Surroundings

2.4 The application site is located south of the Borough within the Squirrels Health Ward. The overall site is bounded by Nelmes Way and Ardleigh Green Road. Entrance into the site is primarily via Ardleigh Green Road. The application site comprises approximately 2.3 hectares. The site benefits from a number of buildings of differing sizes dedicated to educational.

2.5 There are large areas of surface parking to the east and south of the site accessed via one way streets from Ardleigh Green Road. The southern car park

- is adjacent to Nelmes Way but not accessed from this street. This southern car park is the proposed application site.
- 2.6 There is a large landscaped green space in front of the College on Ardleigh Green Road and a second large green open space between the parking and eastern boundary with a large bank of earth running its length.
- 2.7 Ardleigh House Community Association and green open space sits adjacent to the College and its main vehicle access. There is a Tree Protection Order covering the open space.
- 2.8 The area around the site is predominantly residential in character with a predominance of detached and semi-detached houses and a small number of commercial units towards the station.
- 2.9 The site does not fall within a conservation area and there are no listed buildings on site. The site is also identified as falling within a possible contaminated land and landfill. The site falls within Flood Zone 1. The properties on the south side of Nelmes Way opposite the site fall within the Emerson Park Policy Area.
- 2.10 The application site also has a PTAL rating of between 1(Worst) and 2(Poor)

Planning History

- 2.9 There are no relevant planning decisions to the application. However, this current application is relevant:

P0285.21 – for Revised access arrangements, relocated car parking, new cycle parking involving demolition of P Block and associated landscaping.
No decision.

3 CONSULTATION

- 3.1 As with pre-application discussions no consultation with third parties has occurred, as mentioned earlier the only other party involved to date have been the QRP Panel. It is intended that the following will be consulted regarding any subsequent planning application:
- Thames Water
 - Essex and Suffolk Water
 - EDF Energy
 - Fire Brigade
 - CCG/NHS
 - Metropolitan Police – Design Out Crime

4 COMMUNITY ENGAGEMENT

- 4.1 In accordance with planning legislation, the developer will consult the local community on these proposals as part of the pre-application process.

Planning Policy

National Planning Policy Framework (NPPF) 2019

London Plan 2021

London Borough of Havering Core Strategy and Development Control Policies
DPD 2008

London Borough of Havering Proposed Submission Local Plan 2016 – 2031

Havering Residential Design SPD

5 MATERIAL PLANNING CONSIDERATIONS

5.1 The main planning issues raised by the application that the Committee must consider are:

- Principle of development
- Design, scale and setting of the building
- Quality of design/Living conditions for future occupiers
- The impact on the residential amenity of neighbouring occupiers
- Access, the impact on the highway network and parking provision
- Quality Review Panel (QRP) comments
- Other issues

5.2 Principle of Development

- The proposal is sited on a brownfield site. Local Plan policies CP2, CP8 and DC5 state among other things that development proposals for community facilities and specialist accommodation will be permitted where it can be demonstrated that the principles of sustainable development are satisfied and that they will accord with the objectives and policies of the Local Plan. Policies CP1 and DC2 requires development to take place on previously developed land. These objectives are consistent with the London Plan and National Planning Policy Framework (NPPF), which encourage the provision of more housing and the effective use of land by reusing land that has been previously developed provided that it is not of high environmental value. At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through decision-taking
- The provision of housing is welcomed and is consistent with the aims of the Local and London Plans and the NPPF to deliver a mix of housing. The site has not been allocated for additional housing supply and as such comes forward as a windfall residential site. The Council expects a significant amount of new housing to be from 'windfall' supply which is consistent with the London Plan which expects borough's to maximise housing supply.

- The application site is located within an existing residential area where the infrastructure has capacity to absorb further development. The application site is also located within an area which is accessible by non-car modes of transport and where there are services and facilities available within walking distance of the site. Furthermore, there are no known physical or environmental constraints at this site. In conclusion, the principle of housing for older people including 3 dwelling houses on a previously developed site in Hornchurch is supported subject to relevant policies governing residential development.

5.3 Design, scale and setting of the building

- While density may not be an issue in this case, what would be important is assessing whether it delivers sufficient quality of design and provides a high quality living environment for future occupiers.
- The height of buildings within the school (Ardleigh Green Road) is predominantly three-storey while that of buildings on Nemes Way and Garland Way, is 2-storeys and predominantly residential. The proposed care home is 3/2 storey in height with 3-storey being the dominant. The illustrative design shows the three dwellinghouses as 2-storey high. The Nemes Way and Garland Way is characterised by relatively large two-storey residential buildings. The proposed care home building would be notably higher than the adjoining 2-storey residential properties. Any height and bulk should be justified through a thorough townscape and contextual approach including identifying important viewpoints, in accordance with Policy DC61 of the LDF and policies HC3 and HC4 of the emerging Local Plan. Members may wish to comment on this part of the proposal.

5.4 The impact on the residential amenity of neighbouring occupiers

- There is merit in an approach as demonstrated which gives high priority to the quality of materials and which can demonstrate a coherent design led approach to the redevelopment of the site.
- It is important that any proposal provides high quality accommodation for future residents including provision of outdoor communal space and satisfactory outlook from habitable rooms.
- Consideration is required as to the quality of visitor environment from the main road and within the overall area of the site.
- The layout of the site has been designed to respond to adjoining properties to the east, Nos. 3, 5, 7 and 9 Russetts considering massing, aspects and separation distances. Accordingly, the footprint of the building

is positioned towards the centre, whilst parking court towards the west and south west.

5.5 Access, the impact on the highway network and parking provision

- It is not anticipated that the proposals will generate significant levels of traffic. There would likely be a requirement to provide disabled parking 50 parking spaces are proposed for visitors and staff.
- Given the quantum and the use proposed and the nature of the site, providing the necessary parking and satisfactory servicing and high quality landscaping may be a challenge and Members may wish to comment on this.

5.6 Quality Review Panel (QRP) Comments

- The proposal has presented to the Havering Quality Review Panel (Chair Review only) on 16th February 2020. Members should note that the proposal as presented to them may have changed to reflect the comments of the QRP. The following comments were made by the QRP:
 - The panel feels that the initial thinking and ambition underpinning the scheme leads in the right direction. The panel is also supportive of the overall approach to the architecture of the main buildings, particularly in terms of scale and massing.
 - The panel feels that further thought needs to be given to how the scheme relates to the streetscape of Nelmes Way. The character of this relationship, in terms of openness, the tree line and the quality of the forecourt, is not yet clear. Drawing on the suburban character of Nelmes Way, and in particular the green verge along the street, would help to create a successful relationship here.
 - Referencing the Arts and Crafts language of Ardleigh House is a good starting point in developing the scheme's architectural approach, but it encourages the design team to also draw on the local suburban character.
 - More could be done to set the buildings within their immediate context, particularly in relation to Nelmes Way.
 - The internal layout creates long corridors which can create difficulties with wayfinding and recognition, and the panel encourages the design team to develop more generous, differentiated spaces, and to ensure that entrances are distinct.
 - The panel feels that the two orientations of amenity space, each with different identities, is a strength of the scheme. Microclimate analyses of the amenity spaces should guide the refinement of their design. The panel questions the quality of the forecourt and feels that the pedestrian experience of arrival, which is routed around and through a car park and cycle racks, is likely to be unsatisfactory. The forecourt should be reconsidered to address this.
 - The panel notes that the scheme has a high number of car parking spaces. If these are genuinely necessary then the area could be broken up, with different surfaces and planting, to integrate it into the landscape.

Self-build plots

- The proposed layout appears broadly sensible, but the panel questions the balance of front and back gardens, as there is a risk that there will be too much unused space at the front, especially in the case of the right hand house.
- The panel would like to see a design code for the three self-build houses, which respects difference but identifies clearly where commonalities are needed. It suggests that the focus within the code should be on materials, scale and massing, rather than on the detail of facades.

Financial and Other Mitigation

5.7 Any subsequent planning application will be supported by a package of measures secured under s106 of the Town and Country Planning Act 1990 or the Community Infrastructure Levy (as appropriate), to mitigate impacts of the proposed development.

5.8 The proposal would attract the following Community Infrastructure Levy contributions to mitigate the impact of the development:

- £25 per square metre Mayoral CIL towards Crossrail
- £125 per square metre Havering CIL

5.9 **Other Planning Issues:**

- Archaeology
- Biodiversity
- Housing provision
- Microclimate - Daylight/Sunlight
- Sustainable Design and Construction
- Open Space and Recreation
- Flooding and Sustainable Drainage System
- Secured by Design Sustainable Design and Construction
- Secured by Design
- Servicing Management

Summary of Issues

5.11 In order to assist members, officers have raised similar concerns/issues expressed by the Quality Review Panel with the developer team as outlined in Paragraph 5.6 and members may wish to comment in relation to these points in addition to any other comments/questions that they may wish to raise.

Conclusion

- 5.12 The proposed development has been considered at pre-application meetings with officers, and the scheme has been developed as a result. There are some aspects that require further work as identified in this report and Members' guidance will be most helpful to incorporate as the various elements are brought together.
- 5.13 Further, it is likely that this scheme may come back to this Committee for final review as part of the continuing Pre-Application engagement but only if members seek further clarification.