



REGULATORY SERVICES COMMITTEE

REPORT

Subject Heading:

**P1279.12: Land at Chippenham
Gardens, Harold Hill, Romford**

Report Author and contact details:

**Redevelopment of the part vacant
Hilldene 'East' site to provide 72
residential units (100% affordable
housing), associated car parking and
landscaping (application received 23
October 2012, revised plans received
13 December and 17 December 2012).
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Policy context:

Local Development Framework

Financial summary:

None

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

Ensuring a clean, safe and green borough	[]
Championing education and learning for all	[]
Providing economic, social and cultural activity in thriving towns and villages	[]
Valuing and enhancing the lives of our residents	[x]
Delivering high customer satisfaction and a stable council tax	[x]

SUMMARY

The application is for the redevelopment of this site to create 72 units, comprising 38 houses and 34 flats. All of the units are proposed as affordable housing for rent.

The proposal is considered acceptable in all material respects, including design and layout, impact on neighbouring amenity, environmental impact and parking and highway issues. The proposal is judged to be acceptable subject to the prior completion of a Legal Agreement and conditions. It is therefore recommended that planning permission is granted.

RECOMMENDATIONS

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

- The provision of a minimum of 50% of the units within the development as affordable housing (100% for affordable rent) in accordance with Policies CP2 and DC6 of the LDF Core Strategy and Development Control Policies Development Plan Document.
- A financial contribution of £432,000 to be used towards infrastructure costs in accordance with the draft Planning Obligations Supplementary Planning Document.
- The provision of a training and recruitment scheme for local people to be employed during the construction period.
- All contribution sums shall include interest to the due date of expenditure and all contribution sums to be subject to indexation from the date of completion of the Section 106 agreement to the date of receipt by the Council.
- The Developer/Owner to pay the Council's reasonable legal costs associated with the Legal Agreement prior to the completion of the agreement irrespective of whether the agreement is completed.
- Payment of the appropriate planning obligations monitoring fee prior to the completion of the agreement.

That Staff be authorised to enter into a legal agreement to secure the above and upon completion of that agreement, grant planning permission subject to the conditions set out below.

1. Time limit - The development to which this permission relates must be commenced not later than three years from the date of this permission.

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. Accordance with plans - The development hereby permitted shall not be carried out otherwise than in complete accordance with the following plans and documents:

PL 001 Revision L

PL100 Revision G
PL101 Revision F
PL102 Revision H
PL103 Revision F
PL104 Revision G
PL106 Revision F
PL107

PL121 Revision E
PL126 Revision B
PL127 Revision A
PL128 Revision A

PL150 Revision G
PL151 Revision H
PL152 Revision G
PL153 Revision H

PL201 Revision A
PL202 Revision A

PL301

PL251 Revision B
PL252 Revision C
PL253 Revision B

Reason: To accord with the submitted details and LDF Development Control Policies Development Plan Document Policy DC61.

3. Car parking - Before the buildings hereby permitted are first occupied, the areas set aside for car parking shall be laid out and surfaced to the satisfaction of the Local Planning Authority. The parking areas shall be retained permanently thereafter for the accommodation of vehicles visiting the site and shall not be used for any other purpose. .

Reason: To ensure that car parking accommodation is made permanently available to the standards adopted by the Local Planning Authority in the interest of highway safety and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC33.

4. Materials - Before any of the development hereby permitted is commenced, samples of all materials to be used in the external construction of the buildings

shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed with the approved materials.

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

5. Landscaping – Prior to the commencement of development a detailed scheme for the hard and soft landscaping of the site shall be submitted to and approved in writing by the Local Planning Authority. All planting, seeding or turfing comprised within the approved scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the Local Planning Authority.

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

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

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

7. Cycle storage - Prior to completion of the works hereby permitted, cycle storage of a type and in a location previously submitted to and agreed in writing by the Local Planning Authority shall be provided and permanently retained thereafter.

Reason: In the interests of providing a wide range of facilities for non-motor car residents, in the interests of sustainability and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC36.

8. Boundary treatment – Prior to the commencement of development details of proposed boundary treatment shall be submitted to and approved in writing by the Local Planning Authority. The approved boundary treatment shall be installed prior to occupation of the development and retained thereafter in accordance with the approved plans.

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

9. Secure by Design – The development shall not commence until details of the measures to be incorporated into the development demonstrating how the principles and practices of the ‘Secured by Design’ scheme have been included have been submitted to and approved in writing by the Local Planning Authority. Each phase of the development shall be carried out in accordance with the approved details, and shall not be occupied or used until written confirmation of compliance with the agreed details has been submitted to and approved in writing by the LPA.

Reason: In the interest of creating safer, sustainable communities, reflecting guidance set out in the National Planning Policy Framework, Policy 7.3 of the London Plan, and Policies CP17 and DC63 of the LDF Development Control Policies Development Plan Document.

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

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

11. Biodiversity – Prior to the commencement of the development hereby approved details shall be submitted to and approved in writing by the Local Planning Authority showing how the development will comply with the recommendations set out in Section 6.2 of the submitted site Ecological Assessment, carried out by MLM Environmental. The development shall then be carried out in accordance with the approved details.

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

12. Hours of construction - No construction works or construction related deliveries into the site shall take place other than between the hours of 08.00 to 18.00 on Monday to Friday and 08.00 to 13.00 hours on Saturdays unless agreed in writing with the local planning authority. No construction works or construction related deliveries shall take place on Sundays, Bank or Public Holidays unless otherwise agreed in writing by the local planning authority.

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

13. Wheel washing - Before the development hereby permitted is first commenced, details of wheel scrubbing/wash down facilities to prevent mud being deposited onto the public highway during construction works shall be submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be permanently retained and used at relevant entrances to the site throughout the course of construction works.

Reason: In order to prevent materials from the site being deposited on the adjoining public highway, in the interests of highway safety and the amenity of the surrounding area.

14. Construction methodology - Before development is commenced, a scheme shall be submitted to and approved in writing by the local planning authority making provision for a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers. The Construction Method statement shall include details of:

- a) parking of vehicles of site personnel and visitors;
- b) storage of plant and materials;
- c) dust management controls
- d) measures for minimising the impact of noise and, if appropriate, vibration arising from construction activities;
- e) predicted noise and, if appropriate, vibration levels for construction using methodologies and at points agreed with the local planning authority;
- f) scheme for monitoring noise and if appropriate, vibration levels using methodologies and at points agreed with the local planning authority; siting and design of temporary buildings;
- g) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;
- h) details of disposal of waste arising from the construction programme, including final disposal points. The burning of waste on the site at any time is specifically precluded.

And the development shall be carried out in accordance with the approved scheme and statement.

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

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

- a) A Phase II (Site Investigation) Report if the Phase I Report confirms the possibility of a significant risk to any sensitive receptors. This is an intrusive site investigation including factors such as chemical testing, quantitative risk assessment and a description of the site ground conditions. An updated Site

Conceptual Model should be included showing all the potential pollutant linkages and an assessment of risk to identified receptors.

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

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

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

- c) If during development works any contamination should be encountered which was not previously identified and is derived from a different source and/or of a different type to those included in the contamination proposals, then revised contamination proposals shall be submitted to the LPA; and
- d) If during development work, site contaminants are found in areas previously expected to be clean, then their remediation shall be carried out in line with the agreed contamination proposals.

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

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

16. Travel Plan - Prior to the commencement of development a travel plan showing measures to be undertaken to encourage the use of sustainable modes of transport and reduce reliance on use of private cars shall be submitted to and approved in writing by the Local Planning Authority. The development shall then be carried out in accordance with the approved details.

Reason: To protect public health and the occupiers of the development from potential effects of poor air quality and to accord with Policy DC52 of the Core Strategy and Development Control Policies Development Plan Document.

17. Archaeology – A) No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a

written scheme for investigation which has been submitted to and approved in writing by the Local Planning Authority.

B) No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved under Part A).

C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under Part A) and the provision made for analysis, publication and dissemination of the results and archive deposition has been secured.

Reason: Heritage assets of archaeological interest survive on the site. The planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development (including historic building recording) in accordance with the recommendations given by the Borough and in the NPPF.

18. Sustainability - No development shall be commenced until the developer has provided a copy of the Interim Code Certificate confirming that the development design achieves a minimum Code for Sustainable Homes 'Level 3' rating. The development shall thereafter be carried out in full accordance with the agreed Sustainability Statement. Before the proposed development is occupied the Final Code Certificate of Compliance shall be provided to the Local Planning Authority in order to ensure that the required minimum rating has been achieved.

Reason: In the interests of energy efficiency and sustainability in accordance with Policy DC49 of the LDF Development Control Policies Development Plan Document.

19. Renewable energy - The renewable energy system shall be installed in strict accordance with the agreed details previously submitted to and agreed in writing by the Local Planning Authority and shall be made operational to the satisfaction of the Local Planning Authority prior to the residential occupation of any part of the development. Thereafter, it shall be permanently retained.

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

20. No additional flank windows - Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (as amended), no window or other opening (other than those shown on the approved plans), shall be formed in the flank walls of the dwellings hereby permitted, unless specific permission under the provisions of the Town and Country Planning Act 1990 has first been sought and obtained in writing from the Local Planning Authority.

Reason: In order to ensure a satisfactory development that will not result in any loss of privacy or damage to the environment of neighbouring properties which exist or may be proposed in the future.

21. Site Waste Management – The development hereby approved shall be carried out in accordance with the submitted Site Waste Management Plan received on 23 October 2012 unless otherwise submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety and sustainable development practices.

22. Removal of Permitted Development Rights: Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 Article 3, Schedule 2, Part 1, as amended by the Town and Country Planning (General Permitted development) (Amendment)(no. 2)(England) Order 2008, or any subsequent order revoking or re-enacting that order, no development shall take place under Classes A, B, C or E, unless permission under the provisions of the Town and Country Planning Act 1990 has first been sought and obtained in writing from the Local Planning Authority.

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

23. Alterations to Public Highway: The proposed alterations to the Public Highway shall be submitted in detail for approval prior to the commencement of the development.

Reason: In the interest of ensuring good design and ensuring public safety and to comply with policies CP10, CP17 and DC61 of the Core Strategy and Development Control Policies Development Plan Document.

24. Licence to alter Public Highway: The necessary agreement, notice or licence to enable the proposed alterations to the Public Highway shall be entered into prior to the commencement of the development

Reason: To ensure the interests of the travelling public and are maintained and comply with policies CP10, CP17 and DC61 of the Core Strategy and Development Control Policies Development Plan Document.

25. Stopping up of Highway: Prior to the commencement of development an application to stop up that part of the application site which comprises adopted highway shall be submitted to the Council as highway authority and development shall not commence until and unless a stopping up order is confirmed by the Council as highway authority or the Secretary of State (on appeal) as appropriate.

Reason: To fully consider the impact of the proposed development in respect of public highway.

INFORMATIVES

1. In aiming to satisfy condition 9 above, the applicant should seek the advice of the Borough Crime Prevention Design Advisor. The services of the Police CPDA are available free of charge through Havering Development and Building Control.

It is the policy of the local planning authority to consult with the Borough CPDA in the discharging of community safety conditions.

2. The Highway Authority requires the Planning Authority to advise the applicant that planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted, considered and agreed. The Highway Authority requests that these comments are passed to the applicant. Any proposals which involve building over the public highway as managed by the London Borough of Havering, will require a licence and the applicant must contact StreetCare, Traffic & Engineering on 01708 433750 to commence the Submission/ Licence Approval process.
3. Should this application be granted planning permission, the developer, their representatives and contractors are advised that this does not discharge the requirements under the New Roads and Street Works Act 1991 and the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works) required during the construction of the development.
4. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: Improvements required to make the proposal acceptable were negotiated and submitted, in accordance with para 186-187 of NPPF

Reason for Approval:

The proposal is considered to be in accordance with Policies CP1, CP2, CP9, CP10, CP14, CP15, CP16, CP17, CP18, DC2, DC3, DC6, DC7, DC32, DC33, DC34, DC35, DC36, DC40, DC48, DC49, DC50, DC51, DC52, DC53, DC55, DC58, DC59, DC60, DC61, DC62, DC63, DC70 and DC72 of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document.

In addition, the proposal is considered to comply with the Residential Design Supplementary Planning Document (SPD), Designing Safer Places SPD, Protecting and Enhancing the Borough's Biodiversity SPD, Protection of Trees During Development SPD and Sustainable Design and Construction SPD.

The development is considered to accord with the provisions of the National Planning Policy Framework, as well as Policies 3.3, 3.4, 3.5, 3.8, 3.9, 3.10, 3.11, 3.12, 3.13, 5.2, 5.3, 5.7, 5.13, 5.16, 5.21, 6.1, 6.3, 6.9, 6.10, 6.13, 7.3, 7.4, 7.6, 7.8, 7.15, 7.19 and 8.2 of the London Plan.

Planning Obligations

The planning obligations recommended in this report have been subject to the statutory tests set out in Regulation 122 of the Community Infrastructure Levy Regulations 2010 and the obligations are considered to have satisfied the following criteria:-

- (a) Necessary to make the development acceptable in planning terms;
- (b) Directly related to the development; and
- (c) Fairly and reasonably related in scale and kind to the development

REPORT DETAIL

1. Site Description

- 1.1 The application site comprises a parcel of land located on the north side of Chippenham Road. The land lies to the south of Hilldene Avenue and east of East Dene Drive. Ground levels rise from the north of the site towards the south. The site area is approximately 1.2 hectares. A number of trees will need to be removed from the site.
- 1.2 The application site is essentially comprised of four elements, which are referred to on the submitted site plan as areas 'A', 'B', 'D' and 'G'. Area 'A' covers the largest part of the site area. It is now vacant and cleared for development but formerly comprised a number of residential properties. Area 'B' is in the north-west corner of the site and comprises a pair of residential bungalows. Area 'D', in the south-eastern corner of the site, has also been cleared for development but was formerly occupied by a short terrace of maisonettes. Area 'G' is located at the northern end of the site and comprises a row of single storey lock-up garages.
- 1.3 To the north-east, east and south the site is primarily surrounded by residential development, principally comprising two storey terraced housing. Towards the north-west and west of the site are commercial properties, which form part of the Harold Hill Minor District Centre.

2. Description of Proposal

- 2.1 The application will involve the demolition of the remaining buildings within the development site (two bungalows and lock-up garages) and the construction of a new residential development of 72 units, comprising 34 flats and 38 houses, all for affordable rent. The units consist of 18 no. 1 bed flats, 16 no. 2 bed flats, 10 no. 2 bed houses, 18 no. 3 bed houses and 10 no. 4 bed houses.
- 2.2 The layout of the site is essentially split by a primary access route, running on a north/south axis and linking Chippenham Road with the shopping facilities in Farnham Road. To the western side of the site, between the new access and East Dene Drive, the site is split into two clusters of development comprising flatted development fronting East Dene Drive and wrapping around the corners of the site, together with residential dwellings. These effectively form two quadrangles of development on the western side of the site. To the east of the access road are short terraces of residential dwellings, fronting on to the access route, with further short terraces of houses set perpendicular to the main access extending towards the eastern boundary of the site.

- 2.3 The layout places strong emphasis on vehicular, pedestrian and cycle access through the site. The development provides a total of 106 car parking spaces and cycle provision. Parking is arranged through internal courtyards or in curtilage to the front of units, together with some internalised on street parking leading directly off the main access route through the site.
- 2.4 The proposed units range between one and three storeys in height. There is a single pair of bungalows within the development, located to the eastern side of the site (identified on the plans as area 'G'). The units to the eastern side of the main access route through the development are on short terraces, predominantly two storey in height but flanked at either end of the terrace by three storey units. Development on the western side of the site, fronting on to East Dene Drive, is generally three storeys high. To the southern site boundary, fronting on to Chippenham Road, there is a mix of 3, 2 and single storey dwellings, with the taller building at the junction of Chippenham Road and East Dene Drive gradually reducing in scale as the development extends eastwards.
- 2.5 The proposed buildings have a fresh, modern appearance, albeit that they are constructed of traditional materials, such as brick and render and tiled roofs. The modern element of the design is drawn principally from elements such as the asymmetrical roof design, use of floor to ceiling height windows, contrasting entrance porches, glazed balconies and 'pop out' window features, as well as the palette of materials.
- 2.6 The application is accompanied by a suite of supporting documents including a planning statement, design and access statement, transport statement and travel plan, affordable housing statement, flood risk assessment, ecology and arboricultural assessment, daylight/sunlight analysis, contamination ground investigation report and energy reports.

3. Relevant History

- 3.1 There is no previous planning history which is of direct relevance to these proposals. The proposal does however form a part of the Harold Hill Ambitions Programme, further details of which will be explained later in this report.
- 3.2 Z0006.12 Environmental Impact Assessment screening opinion – EIA not required.

4. Consultations/Representations

- 4.1 Prior to submission of the application, the proposals were the subject of pre-application consultation with the local community, including a public exhibition held in May 2012. Following receipt of the application, the proposals have been advertised on site and in the local press as a major development and neighbour notification letters have also been sent to 303 local addresses. Eight letters of representation have been received raising the following issues:

- Development will result in loss of parking for existing residents
- Council has done nothing to deal with this problem
- The green should be turned into a parking area
- Existing green poorly maintained, money raised by the development should pay for new parking and maintenance
- Design of new houses unsightly and don't fit with local character
- Loss of light and privacy
- Noise disruption during building works
- Need adequate boundary protection
- Loss of property value and houses made difficult to sell.

One of the letters of representation supports the proposal as it will create new homes and jobs for local people.

- 4.2 English Heritage (GLAAS) advise that there is potential for hitherto unknown archaeological remains to be affected by the proposal and request a condition to secure archaeological evaluation and mitigation if permission is granted.
- 4.3 Environmental Health request conditions relating to air quality, contaminated land and noise if permission is granted.
- 4.4 Essex & Suffolk Water raise no objection but require new properties to be connected to their existing network.
- 4.5 At the time of writing this report, the Environment Agency object to the proposals on the grounds that an acceptable Flood Risk Assessment has not been submitted and it has not been demonstrated that there is not an increased risk of flooding from surface water.
- 4.6 Highways raise no objections in principle to the 'home zone' design of the road layout but will need to see further information at technical design stage, particularly to make the site entrance visually discrete to deter 'rat running'. It is noted that stopping up of areas of highway land will be required.

5. Relevant Policies

- 5.1 Policies CP1, CP2, CP9, CP10, CP14, CP15, CP16, CP17, CP18, DC2, DC3, DC6, DC7, DC32, DC33, DC34, DC35, DC36, DC40, DC48, DC49, DC50, DC51, DC52, DC53, DC55, DC58, DC59, DC60, DC61, DC62, DC63, DC70 and DC72 of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document (DPD) are material considerations.

In addition, the draft Planning Obligations SPD, Residential Design Supplementary Planning Document (SPD), Designing Safer Places SPD, Protecting and Enhancing the Borough's Biodiversity SPD, Protection of Trees During Development SPD and Sustainable Design and Construction SPD are material considerations.

- 5.2 Policies 3.3 (increasing housing supply), 3.4 (optimising housing potential), 3.5 (quality and design of housing developments), 3.6 (children's play facilities), 3.8 (housing choice), 3.9 (mixed and balanced communities), 3.10 (definition of affordable housing), 3.11 (affordable housing targets), 3.12 (negotiating affordable housing), 3.13 (affordable housing thresholds), 5.2 (minimising carbon dioxide emissions), 5.3 (sustainable design and construction), 5.7 (renewable energy), 5.12 (flood risk management), 5.13 (sustainable drainage), 5.16 (waste self sufficiency), 5.21 (contaminated land), 6.1 (strategic transport approach), 6.3 (assessing effect on transport capacity), 6.9 (cycling), 6.10 (walking), 6.13 (parking), 7.3 (designing out crime), 7.4 (local character), 7.6 (architecture), 7.8 (heritage assets and archaeology), 7.14 (improving air quality), 7.15 (reducing noise and enhancing soundscapes), 7.19 (biodiversity and access to nature) and 8.2 (planning obligations) of the London Plan are material considerations.
- 5.3 The provisions of the National Planning Policy Framework are also a material consideration.

6. Background

- 6.1 This planning application is an important element of the Council's Harold Hill Ambitions Programme (HHA). HHA is a regeneration programme, which commenced in 2008, with the aim of transforming the quality of life and living environment of Harold Hill residents over the next 20 years. One of the key objectives of HHA was to provide improved local housing and this site, together with the Hildene North site, which is the subject of a separate planning application for residential development (reference P1276.12). Although the two applications are separate, the background to these is interlinked.
- 6.2 In 2009 the Council prepared a development brief covering its requirements for the redevelopment of the site and, in 2009, selected developer partners. Whilst it is for Members of this committee to assess the proposals against national and local planning policies, Staff consider that the proposal is, in principle, in line with the objectives of the HHA programme.

7. Staff Comments

- 7.1.1 The issues arising from this application are the principle of development, the density and layout of the new development and the impact of its design, scale and massing on the character and amenity of the locality, the quality of the proposed residential environment, parking and highway matters, the impact on local residential amenity, environmental issues, affordable housing and the impact on community infrastructure.

7.2 Principle of Development

- 7.2.1 The application site is not within a designated land use area and has previously been in residential use. Therefore its redevelopment for residential purposes is considered to be acceptable in principle and to accord with Policy

CP1 of the Local Development Framework (LDF), as well as the objectives of the HHA programme.

- 7.2.2 The former buildings on the site have been demolished and those which remain, but are proposed to be demolished, are of no particular heritage interest. The proposal would contribute to the provision of housing within the Borough and therefore complies in principle with Policy CP1 of the LDF and Policies 3.3 and 3.4 of the London Plan.

7.3 Density and Site Layout

- 7.3.1 With regard to Development Control Policy DC2, this site is outside the PTAL zone identified on the proposals map and therefore is classified as 'rest of the borough' where a density range of 30-50 units per hectare applies. The application site has an area of 1.2 hectares and proposes 72 new dwellings. This equates to a development density of 60 units per hectare, which is above the range specified in Policy DC2. The development density is however not necessarily unacceptable per se if the development is judged to be acceptable in all other material respects. It should further be noted that this site is located in close proximity to the Harold Hill Minor District Centre, so is well served by local facilities, as well as having good levels of access to local bus routes.
- 7.3.2 Of the 72 units, 34 are flats and the remaining 38 units are family housing. There are 18 no. 1 bed units, 26 no. 2 bed units, 18 no. 3 bed units and 10 no. 4 bed units. The development is considered to provide an acceptable mix of unit types and sizes, which complies in principle with the aims of Policy DC2 in respect of dwelling mix and Policy 3.8 of the London Plan relating to housing choice. Internal unit sizes comply with Policy 3.5 of the London Plan.
- 7.3.4 In respect of site layout, the development is arranged principally around a central access route, which runs north/south, linking Chippenham Road with Hilldene Avenue. The overall concept of the layout, which is based around 'Home Zone' principles, is considered acceptable. The central route is used as the primary vehicles access route but is shared with pedestrian and cyclist use. The proposals show a predominantly hard surfaced layout, using different colour surfacing materials, which are designed to assist in slowing traffic speeds through the development. Although the proposals incorporate a large amount of hard surfacing there is opportunity within the development to soften this with tree planting. The majority of existing trees have been removed from the site, although it is proposed to retain four trees to the Chippenham Road frontage and a row of cypress and white beam to the eastern site boundary. Landscaping proposals indicate that this will be compensated for by the planting of around 45 new trees and Staff are satisfied that this would result in a development of suitably good character and quality. It is recommended that detailed landscape proposals be secured by condition.
- 7.3.5 In terms of amenity space provision, each of the dwellings has its own private rear garden area. These vary in size and depth but typically are between 9m

and 10m in depth. The gardens for the dwellings are well configured, private and useable and are considered to comply with guidance in the Residential Design SPD. The flats have a communal landscaped setting and each of the flats has a decent balcony of at least 1.5m in depth, which also accords with the Residential Design SPD. Additionally, the development makes provision on site for informal play areas with play equipment for 0-5 year olds. The site is within an 800m radius of Central Park, where the Council is intending to upgrade the play facilities. The proposal is therefore considered to have sufficient provision for amenity and play facilities.

- 7.3.6 The units to the Chippenham Road and East Dene Drive frontages of the site are set back from the site boundaries and, particularly in the case of Chippenham Road, respect the existing building line. The units have frontage car parking, combined with soft landscaping, but this is considered to be in keeping with local character. The height and scale of development, ranging from one up to three storeys high is considered compatible with the character of the surrounding area and the higher buildings within the development have been concentrated at the western end of the site where they relate best to the taller scale of neighbouring development. The development makes good use of internal space within the development, incorporating shared surfaces integrated with landscaping. Overall therefore Staff consider that the detailed design and layout of the proposals are acceptable.
- 7.3.7 The Borough Crime Prevention Design Advisor has been consulted on the proposals and it is considered that reasonable measures have been undertaken to make the development as safe as possible. It is however recommended that conditions relating to Secured by Design and other community safety measures be imposed if permission is granted.
- 7.3.8 The development is designed to Lifetime Homes standard and 8 of the units are designed to meet wheelchair housing standards. Accordingly the scheme is in accordance in principle with Policy DC7 of the LDF and the requirements of Policy 3.8 of the London Plan.

7.4 Design and Visual Impact

- 7.4.1 In terms of scale and massing, the site has a frontage on to Chippenham Road and East Dene Drive and consideration must be given to the impact on the wider streetscene. To the western boundary of the site, fronting East Dene Drive, the development is three storeys high. However, there are elements of four storey development already existing close to this part of the site, including the four storey children's centre building at the junction of East Dene Drive and Chippenham Road, such that the development is not considered to appear materially out of scale and character.
- 7.4.2 In terms of the Chippenham Road frontage, the development starts as three storey in the south-western corner of the site and there is a series of height changes as the development moves down to two storeys, rises up again and then reduces down again, culminating in a pair of bungalows in the south-eastern corner of the site. Staff have no objection in principle to the varying

scale and bulk of the buildings and consider they provide visual interest in the streetscene, whilst respecting local character. Staff do consider that there is a degree of judgement to be made about how successfully the transition in the building heights will be achieved and the resultant visual impact of this. This is essentially a matter for Members to consider and apply judgement. However, examples of 'stepped' development are given in the submitted Design and Access Statement and Staff consider, on balance, that this aspect of the development can work successfully. Staff consider that within the central parts of the site the development will largely set its own character and the units will relate acceptably to each other.

7.4.3 Architecturally, the proposed units have adopted a traditional building form and given it a modern twist. Materials are principally proposed to be a light coloured brick with contrasting grey brick entrance porches and 'slate' roof tiles. This palette of materials is different to the reddish brick which prevails in the locality but it is considered that it would be acceptable and give a modern degree of contrast to the prevailing local housing character. The proposed dwellings also have features such as rendered sections, full height glazing and windows of varying form, such as pop out and wrap around windows. Combined with the asymmetrical roof forms and modern glazed balconies to the flats, the proposal is considered to have a bold visual impact but with sufficient traditional elements to complement the locality. Staff consider the development need not necessarily fully reflect the height or architecture of surrounding buildings and would have an acceptable visual impact in its own right. Details of materials are given in the application but it is considered that the submission of samples for approval should be required by condition.

7.5 Impact on Amenity

7.5.1 The proposed dwellings on plots 2 and 3 back directly on to nos. 6 -9 Chippenham Close. The proposed dwellings have relatively shallow rear gardens at some 3.5m deep at their shallowest point. They have however been designed as bungalows, with no roof accommodation, giving an eaves height of some 3m and a ridge height of some 6.3m. It is considered that the limited height of the bungalows would prevent them from materially harming neighbouring residential amenity. The dwelling to plot 2 is separated from the nearest property to the north, no. 250 Hilldene Avenue, by an electricity sub-station and is not considered to materially impact the amenity of occupiers of this property.

7.5.2 The proposed dwellings on plots 4-11 and plots 40 and 41 back on to dwellings in Chippenham Close. These are predominantly two storey with a pitched roof and no roof accommodation. The dwelling to plot 4 is three storey at the front but drops to two storeys at the rear; it has a bedroom in the roof space but no rear facing roof windows. All of the dwellings to these plots have rear garden depths of at least 9m and Staff consider that this is sufficient to prevent a materially overbearing impact or loss of privacy to occupiers of neighbouring property.

- 7.5.3 Existing dwellings at 141 and 197 Chippenham Road adjoin the eastern boundary of the site. The flank wall of the proposed house on plot 41 will have some impact on the outlook from the rear garden of no. 197 Chippenham Road but as it is set in some 3m from the boundary of the site this is considered sufficient to acceptably mitigate the impact. Plots 12 & 13 are designed as two storey houses. The dwelling to plot 12 does have a somewhat tight relationship to the neighbouring dwellings at 141 and 197 Chippenham Road. However it is considered, on balance, that the relationship is acceptable as the property lies towards the end of these neighbouring gardens, is set in from the boundary and any degree of overlooking/interlooking would be at oblique angles.
- 7.5.4 The proposed development will largely enclose the rear garden areas of existing dwellings at 137-139 Chippenham Road. In terms of plots 16-19, 21 and 22, these are two storey houses with garden depths of between 9m and 10m and Staff consider that this is sufficient to prevent a materially overbearing impact or loss of privacy to occupiers of neighbouring property. The proposed dwellings to plots 23 and 24 are designed as bungalows and are considered to have an acceptable relationship to the neighbouring properties due to their single storey nature. The dwellings on plots 12 and 3 are two storeys; plot 12 faces towards the two storey end elevation of no. 139 Chippenham Road, preventing direct overlooking and plot 13 has a rear garden depth of some 9m to the boundary of no. 139 Chippenham Road. Although it is acknowledged that the outlook and environment around the existing pair of houses at 137 & 139 Chippenham Road will be markedly different from what previously existed Staff are satisfied, on balance, that the proposed development will still retain an acceptable quality living environment for neighbouring residents. Staff have requested additional shadow tracking and daylight assessment be carried out in respect of the impact of the development on these properties. The assessments are considered to support the view that, although there will be some shading of the neighbouring garden, it would be within acceptable limits and a material loss of daylight to habitable rooms would not occur, such that this does not constitute material grounds for refusal.
- 7.5.5 The proposed development is sufficiently far removed from other dwellings in Chippenham Road not to materially impact on amenity. The only properties that are reasonably close are the flats above shops at 91-105 Chippenham Road, which have flank windows facing east towards the application site. The separation distance between these flank windows and the nearest front elevation within the proposed development is in the region of 17m, which is considered to be sufficient to maintain neighbouring amenity. With regard to East Dene Drive there are no residential properties sufficiently close to the site to be materially affected.
- 7.5.6 The proposal is not therefore considered to result in material harm to the amenity of local residents and to comply with LDF policy DC61. Within the development the relationship between residential units is generally acceptable. There are some tight relationships, where the flank wall of proposed dwellings abuts the rear boundary of other dwelling plots (such as

the relationship of plots 20/21 and 34/35 with plot 36). Staff have however secured revisions to the layout, which increases the rear garden depths of the relevant plots. Whilst the siting of a two storey flank wall directly on the rear boundary of proposed dwellings is not ideal, in view of the increased garden depths Staff consider, as a matter of judgement, that the proposed dwellings would still enjoy a reasonable level of amenity, such that the proposals do not give rise to materially unacceptable living conditions.

7.6 Environmental Issues

7.6.1 The application site is located in Flood Zone 1. A Flood Risk Assessment (FRA) has been submitted and concludes that the development is appropriate in flood zone 1. At the time of writing this report the Environment Agency have objected to the proposals on the grounds that the risk of surface water flooding has not been adequately addressed. Members will be updated on this issue verbally.

7.6.2 A land contamination desk top and site investigation study have been carried out. A condition is recommended in respect of land contamination issues.

7.6.3 Environmental Health have advised that an air quality assessment will be required owing to the number of parking spaces within the development. It is proposed to deal with this by a condition requiring the submission of a travel plan aiming to reduce private car use as a more practical means of encouraging a reduction in air pollution.

7.6.4 An energy strategy and sustainability statement have been submitted with the application. The energy strategy indicates that the development will achieve a minimum meet Code for Sustainable Homes Level 4. It is recommended that the aims of these statements be secured by condition but the condition will require a minimum of Code level 3 to accord with current LDF policy.

7.6.5 An ecology assessment has been submitted with the application. There is no indication of the presence of any rare or protected species, including bats on the site. The report does make recommendations relating to the impact of development on nesting birds and opportunities for bio-diversity enhancement. It is therefore recommended that a condition be imposed requiring the development to be carried out in accordance with the requirements and recommendations of the ecological report .

7.6.6 English Heritage (GLAAS) advise that the proposal may affect remains of archaeological significance and should be subject of a condition requiring a programme of archaeological work to be undertaken. This will accord with Policy DC70 of the LDF and Policy 7.8 of the London Plan.

7.7 Parking and Highway Issues

7.7.1 The proposal provides a total of 106 parking spaces, which has been marginally reduced from the 107 spaces originally proposed to improve accessibility for refuse vehicles using the site. The amount of parking

provided equates to a ratio of 1.47 spaces per dwelling. This is marginally under the required parking standard of 2-1.5 spaces per unit but to an extent that is negligible and Highways have advised that the amount and configuration of the parking is acceptable on this site. The proposals make provision for cycle parking, which shall be secured by condition.

7.7.2 Highways raise no objections in principle to the road layout within the development and are supportive of the 'home zone' principles adopted within the layout. The scheme has been revised slightly in line with Highway requests to widen the access from Chippenham Road, improve some of the parallel parking bays, ease access for refuse vehicles and to deter 'rat running' through the site. It is intended that the access through the site will be generally level, affording pedestrians and cyclists equal priority with vehicular use. The proposal will however make use of raised tables at the site entrance and in the centre of the site and the use of contrasting paving colours to control traffic speeds. Staff are satisfied that the proposal is suitably safe and functional in terms of vehicular, pedestrian and cycle access.

7.8 Affordable Housing

7.8.1 The application provides a total of 72 units, of which it is proposed that all will be provided as affordable rented accommodation. The development proposed is therefore 100% affordable housing and would be in excess of the minimum requirement of 50% affordable housing required by national and local planning policies. The amount of affordable housing proposed would need to be secured through S106.

7.8.2 As part of the ongoing objectives of the Harold Hill Ambitions Programme, the Council has been insistent that the redevelopment of this and the nearby Hilldene 'North' site achieves predominantly mixed tenure housing with the majority of homes being social units for rent. The proposal is consistent with these objectives and is therefore supported in principle by the LBH Housing Service. Ten units within the scheme are also wheelchair fitted and the proposals, which consist of a mix of two, three and four bed houses and flats is considered to fit well with established demand for affordable housing in Havering.

7.9 Infrastructure

7.9.1 In accordance with the Draft Planning Obligations Supplementary Planning Document a financial contribution of £432,000 to be used towards infrastructure costs arising from the new development is required. This should be secured through a S106 Agreement.

8. The Mayor's Community Infrastructure Levy

8.1 The proposed development is liable for the Mayor's Community Infrastructure Levy (CIL) in accordance with London Plan Policy 8.3. The applicable fee is based on an internal gross floor area of 5753m² which equates to a Mayoral CIL payment of £115,060.00.

8.2 However, as the development is entirely proposed as affordable housing, it is open to the applicants to make an application for social housing relief. The development will not be liable for CIL if the development remains entirely affordable.

9. Conclusion

9.1 The proposed residential development on the site is acceptable in principle. The design and layout of the proposed development is generally considered to be in keeping with the character and amenity of the locality and to provide a suitably high quality living environment. Staff further consider the design, scale, bulk and massing of the proposed buildings to be acceptable. There is judged to be no material harm to neighbouring residential amenity arising from the proposals and the application makes acceptable provision for landscaping, sustainability and for environmental protection. The proposal is considered to be acceptable in respect of parking and highways issues. The proposal is considered to be consistent with the aims and objectives of the Harold Hill Ambitions Programme.

8.2 The proposal makes provision for affordable housing within the development in excess of the requirements of local and national planning policy and will include a requirement to meet infrastructure costs associated with the development in accordance with the draft Planning Obligations SPD. The proposal is therefore judged to be acceptable, subject to a legal agreement and conditions and it is recommended that planning permission is granted.

IMPLICATIONS AND RISKS

Financial implications and risks:

The application site comprises land which was in the ownership of the Council.

Legal implications and risks:

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

Human Resources implications and risks:

None.

Equalities implications and risks:

The Council's planning policies are implemented with regard to equality and diversity. The development includes a mix of unit types and is designed to meet Lifetime Homes criteria, as well as including wheelchair units. The development is for 100% affordable housing and thereby contributes to the provision of mixed and balanced communities and access to quality housing for all elements of the

community. The development accords with the objectives of the Harold Hill Ambitions programme, which seeks to promote equality of opportunity to all residents of the Borough.

BACKGROUND PAPERS

Application forms and plans received 23 October 2012; revised plans received 13 and 17 December 2012.