



REGULATORY SERVICES COMMITTEE

14 November 2013

REPORT

Subject Heading:

P0785.13: Land to the east of Gooshays Drive, west and north of Petersfield Avenue, Harold Hill (application received 27 June 2013; revised plans received 24 October 2013 and 5 November 2013).

Submission of reserved matters pursuant to outline planning permission P1451.10 for the creation of 242 No. two, three and four bedroom houses and apartments, plus associated roads, paths, car parking, ancillary structures and landscaping.

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

SUMMARY

This application is a reserved matters submission, following the grant of outline planning permission for residential development of up to 242 units on the site. The reserved matters submission covers matters of access, appearance, layout, scale and landscaping.

Staff consider the principal matters for consideration to be the extent of compliance with the outline planning permission and conditions forming part thereof and the acceptability of the detailed proposals with specific reference to layout and design, visual impact, environmental impact, parking and highway implications and impact on amenity.

At the time of writing this report comments on the proposal are still awaited from the Environment Agency. Aside from this, it is judged that the proposal is acceptable in all material respects. It is therefore recommended that, subject to no objection from the Environment Agency, that the reserved matters be approved.

RECOMMENDATIONS

It is recommended that, subject to the Environment Agency confirming that it has no objection to the proposal, that the reserved matters application be granted, subject to the following condition (and any additional conditions recommended by the Environment Agency):

Details of Playspace

- 1) Before the development is commenced, details of a children's play area, including details of location, boundary treatment, surface materials, equipment, timescale for provision relative to the phasing of the development and maintenance regime shall be submitted to and approved in writing by the Local Planning Authority. The children's play area shall be provided in accordance with the approved details and thereafter maintained in accordance with the approved maintenance regime.

Reason: To ensure a satisfactory level of play provision, in accordance with Policy 3.6 of the London Plan.

REPORT DETAIL

1. Site Description

- 1.1 The application site covers an area of 5.69 hectares and is located on the eastern side of Gooshays Drive, to the immediate north of Petersfield

Avenue. To the east, the site is bounded by Paines Brook, which forms the boundary between the site, with Central Park further to the east. The northern section of the site lies within Central Park. To the north of the site is the Harold Hill Leisure Centre. To the west of the site the site is bordered by the Harold Hill Health Centre and the Harold Hill Community Centre.

- 1.2 The site currently consists predominantly of playing fields and open space. To the western side of the site there is the Albemarle Youth Centre and the Citizens Advice Bureau, predominantly single storey buildings, both of which are to be demolished. Within the site are two existing playing fields, created on terraces separated by embankments. The site also contains disused hard surface tennis courts and large grassed areas, which are suitable for sporting use.
- 1.3 The site slopes in a west to east direction. It contains mature vegetation which runs principally in two belts west to east across the site. There is also mature vegetation to the eastern side of the site adjacent to Paines Brook and to the southern boundary of the site to Petersfield Avenue. The LDF identifies land alongside Paines Brook, to the east of the site, and near to the eastern boundary of Central Park as a Borough-level Site of Nature Conservation Importance. The majority of the site is within Flood Zone 1, with part in Flood Zone 2. There is a Tree Preservation Order (TPO 2/11) in respect of a Deodar cedar to the western side of the site, south of the community centre.

2. Description of Proposal

- 2.1 The application comprises a reserved matters submission, following the previous grant of outline planning permission for residential development on this site for up to 242 units (application reference P1451.10). All matters were reserved on the outline consent so this application seeks approval for detailed proposals that cover matters of access, appearance, layout, scale and landscaping.
- 2.2 The detailed proposals subject of this application are for the creation of 242 no. two, three and four bedroom houses and apartments, plus associated roads, paths, car parking, ancillary structures and landscaping.
- 2.3 The layout of the site is based on the principles established by the Design and Access Statement, forming part of the outline planning permission, and the approved Development Parameter Plans for layout and building heights. The application proposes two principal vehicular accesses to the site, one from Gooshays Drive, some 45m south of the community centre and one from Petersfield Avenue, some 47m in from the eastern boundary of the site. An additional vehicular access is also proposed from Petersfield Avenue, further to the west, which would serve five houses within the development.

- 2.4 The layout proposes a mix of flatted development, short terraces, semi-detached and detached housing, which is arranged across the site around a network of internal roads. The layout of the development is designed to respond to the Parameters Plan, which requires development to be set away from the eastern boundary of the site (with Paines Brook) and outside of the south-eastern corner of the site, which falls within a higher flood risk zone. The development provides a central, landscaped area of open space and has been designed to retain significant belts of tree cover within the site, including that to the southern site boundary with Petersfield Avenue and that extending from the south-western corner of the site northwards along Gooshays Drive. All of the units within the development have at least one car parking space, with total parking provision of 318 spaces – the outline parameter was that parking should not exceed 375 spaces, which is a requirement of the outline planning permission.
- 2.5 The proposed development comprises a range of building types. Flanking the site entrance on Gooshays Drive, it is proposed to construct two apartment blocks. These are referred to within the application as Blocks A & F. Block A lies to the north-western side of the Gooshays Drive entrance and is designed as an L-shaped, 3 storey block, although some aspects of the building have a dropped eaves detail given the appearance overall of a 2.5 storey building. Block A would have entrances to both front and rear of the building with the block having balcony details to both the street facing and return elevations. The block is generally of traditional design, finished externally with a combination of brick and weatherboarding and tiled pitched roofs. Block F, to the southern side of the Gooshays Drive access, has a smaller footprint, but otherwise is broadly similar in scale, height and design to Block A. A third apartment block is proposed in the south-eastern corner of the site, set back into the site and fronting on to Petersfield Avenue, referred to within the application as Block E. This takes a similar design approach to the other apartment blocks and has its principal entrance to the front elevation. This block includes balconies which face east on to the adjacent river and Central Park beyond. External materials are the same as for the other apartment blocks and parking is provided in a surface car park to the front of the block.
- 2.5 Within the centre of the site, towards its northern end, the development also includes a row of three, linked apartment blocks, referred to within the application as Blocks B, C and D. These face north but have balconies to their southern side, which face across the proposed area of open space. The blocks are all three storeys and proposed to be constructed of similar materials, i.e. brick and some weather boarding with tiled roofs, as the other flats within the site.
- 2.6 The remainder of development within the site is predominantly single family housing, ranging between 2, 3 and 4 bedrooms, although the majority of the development is for three bedroom houses (182 of the proposed 242 units or 75%). Two of the buildings proposed within the development are 2 storey with parking on the ground floor and two bedroom flat over. The houses are a mix of architectural styles, although mostly built on traditional lines,

ranging between short terraces, semi-detached and linked semi's and detached housing. Where possible the dwellings have been designed to face onto the boundaries of the site i.e. fronting on to Petersfield Avenue and Gooshays Drive to the south and west respectively, or facing east and north across the adjacent Central Park. The development proposes a range of different house types, having separate external materials and detailing, although they share a palette of similar materials. The houses are all two storey, although they generally have steep roof pitches, which could potentially accommodate roof space accommodation in the future. There are 24 units within the development designed to be wheelchair accessible and fully adaptable for residents who are wheelchair users. External materials have been submitted and comprise a range of red and buff coloured bricks and combination of rustic red and slate grey roof tiles, with some units within the development finished with Marley Eternit Cedral Weatherboarding. Windows, fascias and soffits are proposed to be white uPVC.

3. Relevant History

- 3.1 The application site comprises land that was in the ownership of the Council. The disposal of this site for residential development forms a critical element of the Harold Hill Ambitions Programme, which seeks to achieve the social and economic transformation of the Harold Hill Area. The Council is committed to using income received through the sale of the land to a range of local improvements in this part of the Borough.
- 3.2 Outline planning permission for residential development on this site was granted in March 2012 under planning permission reference P1451.10. The permission was for a maximum of 242 residential dwellings on the site.

4. Consultations/Representations

- 4.1 The application has been advertised on site and in the local press as a major development and neighbour notification letters have been sent to properties nearby. Seven letters of representation have been received objecting to the proposal on the following grounds:

- area is becoming over-populated
- will increase parking problems
- impact on community facilities such as surgeries, schools and hospitals
- access road (on Petersfield Avenue) should be repositioned to avoid glare from headlights and difficulty exiting driveways
- increase in traffic
- will be used as a rat-run
- development out of character with neighbouring houses
- should be protecting green space
- change to character of area
- pollution
- increased noise

- impact on Fire Service and Policing
 - area in flood zones
 - boundary trees should be retained
 - land should revert back to parkland
- 4.2 The Environment Agency have requested clarification from the developers whether the proposal complies with the planning conditions imposed on the outline planning permission. An updated Flood Risk Assessment has also been prepared for this application and is currently with the Environment Agency for consideration. Members will be advised at the meeting of any updates in respect of the Environment Agency position regarding this application.
- 4.3 The National Grid advises that there are low or medium pressure gas pipes and equipment in the vicinity of the site. The applicant is aware of this.
- 4.4 Environmental Health have requested conditions relating to air quality assessment, land contamination and import soil quality if permission is granted. Members will however note that such conditions have already been imposed on the outline planning permission for this site and will continue to apply.
- 4.5 Highways raise no objection to the proposals, which are considered to follow the general principles of the outline planning permission. Highways have considered the impact of the development on the Gooshays Drive/Petersfield Avenue junction and potential for rat-running and consider that allowing a traffic calmed through route within the site would be the most appropriate way of dealing with this. Conditions relating to construction methodology, wheel washing and highway works are requested if permission is granted. Members will however note that such conditions have already been imposed on the outline planning permission for this site and will continue to apply.
- 4.6 The Borough Designing Out Crime Officer comments that the designs include many design prevention measures but some revisions to matters of detailed would be encouraged. The scheme has been revised since these comments were made to address a number of these points and Members will be advised if there is any material objection to the scheme from the DOCO.

5. Relevant Policies

- 5.1 The National Planning Policy Framework is material to the consideration of this application, as are Policies 2.18, 3.3, 3.4, 3.5, 3.6, 3.7, 3.8, 3.9, 3.10, 3.11, 3.12, 3.13, 3.19, 5.2, 5.3, 5.6, 5.7, 5.12, 5.13, 5.16, 5.21, 6.1, 6.3, 6.9, 6.10, 6.13, 6.14, 7.3, 7.4, 7.6, 7.8, 7.14, 7.15, 7.18, 7.19, 7.21, 8.2 and 8.3 of the London Plan.
- 5.2 Policies CP1, CP2, CP7, CP8, CP10, CP15, CP17, CP18, DC2, DC6, DC7, DC18, DC20, DC30, DC32, DC33, DC34, DC40, DC48, DC49, DC50,

DC51, DC52, DC53, DC55, DC58, DC60, DC61, DC63, DC70 and DC72 of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document (DPD) are material considerations.

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

6. Staff Comments

6.1 The issues arising from this application are the principle of development, the detailed design and layout of the development, including the extent to which it is compliant with the development parameters and conditions forming part of the outline consent, the visual impact of the development on local character and the streetscene, environmental issues including detailed landscaping proposals, parking and highway implications, the impact on amenity and matters relating to community impacts.

6.2 Principle of Development

6.2.1 This application is a reserved matters submission pursuant to the grant of outline planning permission for residential development on this site (planning permission reference P1451.10). As such, the principle of residential development on this site has already been accepted.

6.2.2 Outline planning permission was granted for a residential development of up to 242 houses and flats. The reserved matters submission has been revised since initial submission and is for 242 units so, in this respect, is compliant with the outline planning permission.

6.2.3 The outline planning permission was granted subject to a number of planning conditions. Condition 7 of the outline planning permission requires the development to be carried out in accordance with the approved development parameters, which are detailed in Section 1.2 of the Design and Access Statement, and the Site Masterplan Supplementary Information as well as on the following approved drawings:

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

6.2.4 Staff have considered whether the proposals comply with the approved parameter plans. The parameter plans set a number of limitations on the development, including over land use, building footprint, the extent of car parking and vehicle access, the location of vehicular and pedestrian accesses, the amount of open space within the development, parking and cycle provision, the scale thresholds of development and the height of buildings. Each of these matters is addressed below:

Land use:

The parameter plan approves residential development on the site of up to 242 units, of which up to 193 are to be houses and up to 49 flats. The proposal is compliant with the parameter plan in this respect.

Building footprint:

The parameter plan illustrates where building footprint may be located across the site. The proposal is not wholly compliant with the parameters plan in that Block E sits closer to the eastern boundary of the site than allowed for. The applicant has advised that this results from updated flood risk and flood modelling data that has since become available, indicating this area of the site is not at the risk of flooding that was originally envisaged. An updated Flood Risk Assessment has been prepared to support this.

Staff acknowledge that the development would not entirely accord with the parameters plan in this respect but note that the principles of retaining space between the development and eastern site boundary have been maintained, such that the character of the resulting development is not significantly different from that envisaged by the outline application.

Subject to the Environment Agency confirming that the proposal is acceptable in respect of flood risk, Staff accept that this change to the scheme would not result in development significantly different to that approved at outline stage and so would not constitute a 'significant deviation' from the planning approval.

Extent of car parking and vehicle access:

The parameter plan illustrates the maximum extent of parking and vehicle routes within the site where car parking and access routes may be located across the site. The proposal is broadly compliant in this respect but it shows a car parking area for Block E in the south-eastern corner of the site. This does not fully comply with the parameters plan, which did not include any development in this part of the site, which falls within a higher risk flood zone. In terms of compliance with the outline planning consent, condition 7 of the outline planning permission states that there shall be no 'significant deviation' from the approved parameters plan. Staff consider it reasonable that the inclusion of a car park in this area should not be considered as representing a significant deviation from the parameters plan.

The location of the car park in this part of the site is not necessarily unacceptable in principle but should be justified through a Flood Risk Assessment (FRA). An updated FRA has been produced and is currently with the Environment Agency for consideration. Members will be updated on this issue at the meeting.

Location of vehicular and pedestrian accesses:

The parameter plan indicates that the site should have two main vehicular entrances, one from Gooshays Drive and one from Petersfield Avenue. The proposal is compliant in this respect and the accesses are in acceptable locations. The proposals introduce a third point of access to the site, which is located on Petersfield Avenue. This serves a small cul-de-sac of five dwellings and is considered to be acceptable in principle. The proposals also show a location for pedestrian access into the adjacent Central Park, located in the north-eastern corner of the site. This is acceptable and consistent with the principles agreed at outline stage.

Amount of open space:

The parameter plan quantifies the amount of open space and playspace that should be provided within the development – 9,680 square metres and 730 square metres respectively. The detailed proposals for the development show that the site overall will provide 8,961 square metres of open space. The open space provision within the site includes a substantial central soft landscaped swathe that is considered to accord with the objectives of the Design and Access Statement and consistent with the overall design principles for the site.

The overall amount of open space within the site is below the 9,860 square metres stated on the approved parameters plan. However, the extent of the shortfall is not significant, around 8% below the stipulated figure, such that staff consider this would not represent a significant deviation from the approved parameters. Staff are therefore of the opinion that no material conflict with the provisions of the outline planning permission exists.

In terms of play space provision, no play equipment is shown within the scheme. A condition is suggested requiring details of children's play space to be submitted for approval to accord with the requirements of the outline planning permission.

Parking and cycle provision:

The parameter plan stipulates the maximum number of parking spaces to be provided within the development (375 – average of 1.5 per dwelling) and the cycle storage provision (1 per 1 and 2 bed dwelling; 2 for 3 bed or more dwellings). The development provides 312 surface parking spaces and 6 garage spaces, which is below the maximum stipulated on the parameters plan and also in the relevant planning condition (condition 16). The amount of cycle parking is 435 spaces, which is at a ratio of 1 cycle space per apartment and 2 per house. This is also compliant with the parameters plan and condition 17 of the planning permission.

Scale thresholds of development:

The parameter plan details the maximum scale threshold for buildings. No building should be less than 5m wide or more than 150m wide; no should it be any less than 5m in length or more than 80m in length. The proposed development complies with the parameters plan in this respect.

Height of buildings:

The parameter plans require that the height of the buildings shall comply with the indicated AOD levels, with a 2m variance permitted to allow for site levelling. Buildings should be a minimum of one storey and a maximum of three storeys or 10.5m high above finished grade level. In this case, the apartment buildings are up to 13.5 metres high, but as no buildings exceed three storeys in height, it is considered that the parameters are met.

6.2.5 Staff therefore consider that the detailed proposals have been demonstrated to accord with the development parameters forming part of the outline planning permission. Consideration must however also be given as to whether the detailed proposals are complaint with the planning conditions imposed by the outline consent, insofar as they relate to matters of layout and detailed design. It is Staff's opinion that the following conditions ought reasonably be taken into consideration in determining whether the proposals are compliant in principle with the outline planning permission.

- 4 phasing of development
- 12 landscaping
- 15 design statement
- 16 parking
- 17 cycling
- 18 blue badge parking provision
- 26 flood risk assessment
- 28 buffer strip
- 29 wheelchair accessibility/lifetime homes
- 30 sustainability
- 31 energy efficiency
- 32 refuse storage
- 37 internal space standards/percentage of three bed units

Consideration could also be given to the requirements of conditions 8 (materials) and 11 (obscure glazing).

6.2.6 With regard to condition 4 (phasing of development), the applicant has confirmed this is not proposed to be a phased development. The extent to which the development complies with the other conditions listed above will be considered elsewhere in this report.

6.3 **Design and Layout**

- 6.3.1 The density of the development proposed is set by the proposed development parameters. These provide for a development of up to 242 houses, consisting of up to 193 houses and up to 49 flats. The site has an area of 5.7 hectares and the reserved matters submission is for 242 units, giving an overall site density of 43 dwellings per hectare. This is within the range of 30-50 dwellings per hectare considered acceptable in this locality under Policy DC2 and also accords with the outline planning permission.
- 6.3.2 As referred to in paragraph 6.2.4 above, the detailed layout of the site has been developed based on the parameters plan forming part of the outline approval. Paragraph 6.2.4 also assesses the extent to which the development is considered to be compliant with the parameters plan and concludes that, although there is some difference between the approved parameters and the detailed layout, this is not to the extent that may be deemed a significant or unreasonable degree of deviation from the approved drawings.
- 6.3.3 On the basis that the principles of the development are satisfied, this section of the report centres around the detailed layout of the site and whether it is judged to be acceptable and compliant with the original design principles of the outline consent.
- 6.3.4. The layout of the site is, to some extent, controlled by a number of design principles, which were considered at outline stage and secured through planning conditions. These included the site constraints, which require a buffer strip free from development to the east of the site adjacent to Paines Brook, the retention and enhancement of key landscape features within the site and flood risk issues. Secondly, the need to provide permeability and connectivity through the site and to adjacent areas. Thirdly retaining key views through and into the site. An illustrative site layout masterplan was submitted with the outline scheme, which although not binding, showed how such design principles may be translated into a detailed development.
- 6.3.5 Staff consider that the layout of the site responds well to these design principles. In terms of the constraints, the layout respects the need to create a buffer to Paines Brook on the north-eastern side of the site. It also contains detailed landscaping proposals that respect the requirement to retain key areas of landscaping across the site – this is assessed in more detail in section 6.5 below. The site layout has responded to the flood risk issues and the limits this places over where development may be located within the site, although the specific details of flood risk issues are addressed elsewhere in this report.
- 6.3.6 Design principles relating to the location of vehicular accesses have been adhered to and Staff consider that the proposal responds well to the requirement to provide permeability and connectivity both across the site and in to adjacent areas. The site layout demonstrates cross-permeability between Gooshays Drive and Petersfield Avenue and also enables linkage

from the north-eastern corner of the site into Central Park. The layout of the site is centred around a substantial area of landscaped, open space, which was an integral feature of the design principles at outline stage. This is considered capable of providing a high quality, focal point at the heart of the development. In addition, each of the dwellings are provided with good sized amenity areas, in well laid out and private form, that are considered to accord with the objectives of the Residential Design SPD. The apartments all benefit from decent sized private balconies and are provided within landscaped settings, such that the scheme is considered to provide an acceptable degree of amenity for future occupiers.

- 6.3.7 The arrangement of the built form throughout the site creates a clearly defined, defensible edge to the development. Buildings are located around the perimeters of the site, facing outwards, which provides a strong urban form, softened where necessary by the retention of boundary landscaping e.g. to Petersfield Avenue and where the site adjoins the watercourse and open space to the east. Principally, the site has two storey housing around the site boundaries, with the notable exception being the two flatted blocks, which are positioned either side of the site access to Gooshays Drive. Staff consider that it is appropriate that this entrance to the site is marked by development of a more substantial scale as this better defines the entrance and relates well to the character of Gooshays Drive as a main thorough-fare and nearby civic buildings. The buildings are set back from the boundaries of the site, within landscaped settings, which is considered to reflect local character and prevent an overly intrusive impact in the streetscene.
- 6.3.8 Within the site, the development is generally arranged as groups of houses, arranged as either detached, semi-detached or short terraces. In addition to the flatted blocks either side of the Gooshays Drive entrance, referred to in paragraph 6.3.7 above, the development also includes a flatted block to the south-eastern corner of the site (Block E) and three linked blocks within the site towards its northern end (Blocks B, C & D). Each of these blocks are considered to be well-laid out and to sit comfortably within the site boundaries, such that they complement the character of the site overall.
- 6.3.9 Overall, the buildings within the site are considered to be well laid out and to complement each other. The relationships between dwellings are such that they will generally provide a high quality living environment and degree of amenity for future occupiers. There are however two units within the development where Staff have expressed concerns regarding this issue and this concerns a specific unit type, that involve the creation of a first floor flat over a ground floor parking area. These flats over garages are referred to as FOG units and exist on plots 34 and 227. Staff's concern centred around the two storey height of these units and their position directly at the end of neighbouring gardens, as well as the lack of any dedicated amenity space for plot 34.
- 6.3.10 In response to these concerns, the applicant has revised the design of these units, which has entailed reducing their height and dropping the eaves line to the rear, simplifying the design and changing the ground floor element

from solid brick to railings, thereby lessening the visual impact to the neighbouring properties. The applicant has also demonstrated how similar units have been provided on other Persimmon sites elsewhere. Whilst a unit of this type is unlikely to be acceptable on many other sites in the Borough, in a development of this size it would not look out of character and anybody buying these or neighbouring units would be aware of the particular arrangement and amenity implications. Combined with the improvements made to the design of these units, Staff consider on balance that they would be acceptable.

6.3.11 In other respects the development meets the required design standards. The internal sizes are compliant with the requirements of Policy 3.5 of the London Plan and thereby satisfy condition 37 of the outline planning permission. The development also satisfies this condition in that the development primarily comprises 3 and 4 bed units, although there are also some 2 bed units within the development. Each of the dwelling proposed meet, and in some cases exceed, the minimum internal spaces standards set by the London Plan.

6.3.12 There are 24 units within the development designed to be wheelchair accessible and fully adaptable for residents who are wheelchair users, thereby complying with condition 29 of the outline planning permission. The applicant has also demonstrated that the proposal meets Lifetime Homes criteria, which is also a requirement of condition 29.

6.3.13 The application is also accompanied by a Safer Places Statement, which explains how the scheme has been developed with regard to crime prevention and community safety. The Borough's Designing Out Crime officer has been consulted with regard to the proposals and raises no material objections to the design and layout of the proposals, although some adjustments have been recommended that improve the scheme in respect of community safety issues. These changes have been incorporated where possible into the detailed design of the scheme and Staff are therefore satisfied, on balance, that the proposal has been designed with due regard to crime prevention and community safety issues.

6.3.14 In summary, it is considered that the layout of the site is broadly compliant with the parameters plan forming part of the outline planning permission and does not deviate from this to any significant extent. The site layout has been designed to comply with the design principles identified at outline permission stage and is not in conflict with any of the key site constraints. Staff are satisfied that the development is well laid out and will create a high quality living environment, as well as relating well to the character of the surrounding area.

6.4 Design and Visual Impact

6.4.1 In granting outline planning permission, it was clear from the Design and Access statement forming part of the outline application, that development on this site would be of mixed unit sizes and types and likely to take the

form of both houses and flats. Staff considered this to be acceptable in principle, owing to the range of development types in the locality. Therefore, no objection is raised in principle to the detailed proposals, which propose two storey houses and apartment blocks. The design parameters for the site restricted the maximum building block width to 150m and maximum building block length to 80m, which is complied with in the detailed design proposals. The building heights were capped at three storeys and the reserved matters submission is also consistent with this although, as explained in more detail in paragraph 6.2.4, the overall heights are affected by ground level issues. Nevertheless, Staff consider the overall size and scale of development to be consistent with that envisaged by the outline planning approval.

- 6.4.2 The proposed site entrance on Gooshays Drive will be flanked by an apartment block (Blocks A & F) either side of the access. The building to the north side of the entrance, referenced in the application as Block A, is the larger of the two blocks and designed with a principal entrance from Gooshays Drive. Both apartment blocks have accommodation on three floors but are designed so that only the corner element, with a strong gabled feature, appears as fully three storey. The remainder of both buildings has been designed with dropped eaves detail, thereby giving the impression of a two and a half storey building. Staff have discussed the design of the entrance blocks at length with the scheme architects and this has resulted in the lowering and redesigning of some sections of the building. Staff are satisfied that the overall height of the building relates acceptably to other development in the Gooshays Drive streetscene, whilst still giving the entrance buildings sufficient scale to mark the principal entrance to the site. The buildings exhibit a traditional design approach with tiled roofs and a brick and weatherboarded external finish and external front facing balconies. Staff are satisfied that the scale and massing of the apartment blocks either side of the Gooshays Drive entrance and their design and external appearance will give a suitably high quality appearance to the development in the streetscene.
- 6.4.3 Moving southwards from the apartment blocks A & F, the scale of the development reduces down to 2 storey dwellings fronting on to Gooshays Drive. These are traditionally designed dwellings, finished with hipped or gabled roofs, and back from the site boundary within landscaped frontages. Such development is characteristic of the wider Harold Hill area and considered to be entirely acceptable in the streetscene. In the south-western corner of the site a substantial amount of existing landscaping will be retained together with a soft landscaped area. This will effectively screen development proposed in this part of the site and soften the visual impact and mass of the development overall as seen from Gooshays Drive.
- 6.4.4 Turning to the Petersfield Avenue frontage of the development, this is primarily comprised of two storey houses. Although two storey the houses are generally taller than the local housing opposite the site, mainly due to having a much steeper roof pitch. However, they are set well back from the edge of the site behind a landscaped screen and, in the context of the larger

development site of which they form part, are judged to be compatible with local character. Again, a traditional mix of brick and weatherboarding, gabled and hipped roofs, are proposed and this is considered to be acceptable within the wider streetscene.

- 6.4.5 Within the south-eastern corner of the site it is proposed to locate a further apartment block, referenced in the application as Block E. This is of similar design to those proposed to the Gooshays Drive frontage, comprising both full three storey and 2.5 storey elements. The block is considered to be of a design and massing that works acceptably within the site and would not be visually intrusive, not least owing to its recessed position some 35m plus, from the site frontage. The block is also set in from the eastern boundary of the site on to Paines Brook and Central Park and judged not to unacceptably encroach into the open character of the adjacent land.
- 6.4.6 The remainder of the perimeter development within the site is two storeys high and set in from both the eastern and northern boundaries of the site, such that it is not judged to be visually intrusive or overbearing. The development includes a number of different house types, although there are also design variations, within each type. All are of a traditional design, constructed predominantly of red or buff coloured brick externally with red or grey tiles. A number of dwellings within the development are finished externally with weather boarding rather than external brick. The design approach to the dwellings is considered to be acceptable and to complement the existing character of the locality. Details of the external materials have been submitted with the reserved matters application indicating a mix of buff and red coloured brick and some use of weatherboarding. The mix of materials proposed is considered acceptable and to provide acceptable visual interest. Specification of the materials will be submitted separately through the condition discharge process.
- 6.4.7 The proposed dwellings are predominantly two storey, although many have a steep roof pitch, which would potentially enable accommodation to be provided in the roofspace in the future. This would be likely to need separate planning permission as permitted development rights for the site have already been removed by condition forming part of the outline planning approval. The dwellings within the development are considered to be acceptable in terms of scale and massing, although it is acknowledged that they appear somewhat tall, despite their two storey nature, owing to the steepness of the roof pitch. It is considered however that the development will, by nature of the number of units proposed, create its own character, such that the units will be compatible with those around it within the development site and need not necessarily fully reflect the height of surrounding buildings.
- 6.4.8 Towards the northern end of the site there are further apartments, made up of three linked blocks, referred to in the application as Blocks B, C and D. These are three storey in height and judged to be acceptable in scale as they are set well away from the site boundaries and will be viewed in the context of the other new housing within the development. Staff have sought

some modifications to the design and layout of these blocks, largely to improve the settings of the flats and minimise the visual impact of ancillary structures such as cycle and refuse storage. Staff are satisfied that the revised proposals create development of a suitably high quality character and appearance.

6.4.9 Overall, the proposed development is considered to be acceptable in terms of scale and massing and will create residential units of sufficient variety in design and appearance. It is considered that the design and visual impact of the development will be entirely acceptable and compatible with local character, resulting in a high quality residential scheme that is consistent with the Council's regeneration objectives in Harold Hill.

6.5 **Environmental Issues**

Landscaping

6.5.1 When outline planning permission was granted, landscaping was a reserved matter. It was also subject of a planning condition (condition 12). Notwithstanding that landscaping could not be considered fully at outline stage, given that the detailed layout of the site was not then known, detailed information including an arboricultural statement and landscape and visual impact assessment was submitted and considered as part of the outline approval.

6.5.2 The key principles established at outline stage was that the development should seek to achieve the following:

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

6.5.3 Detailed landscape proposals and a tree survey, including an Arboricultural Implications Assessment (AIA) have been submitted with the reserved matters application and staff are satisfied that these, for the main part, accord with the principles agreed at the outline stage. A number of trees will be felled but this is as identified within the outline approval and the application still retains a number of trees within the site, particularly to the southern and eastern boundaries of the site, as originally envisaged. Retained landscaping will be supplemented by extensive new planting such that the site is considered to have an acceptable visual impact post-development.

- 6.5.4 With regard to the preserved Deodar Cedar to the western side of the site, the intention was that this tree should be retained. However, the detailed layout plans for the site indicate that this tree will be removed. The justification for this is based around the health of the tree, which has some damage, requiring regular monitoring and possibility of works being require, together with the diminished value the tree will have in the streetscene following the construction of the new development. Staff have considered carefully whether there is any justification for the loss of this tree and it has been inspected by both the Council's Landscape and Arboricultural officers to assess its condition.
- 6.5.5 Staff consider the damage to the tree would not require its removal but accept that a degree of work to cut back the tree would be likely in the longer term. It is also accepted that the aesthetic value of the tree, which is largely due to its visibility in the streetscene as part of a wider open space, will be reduced considerably when the site is developed. The nature of the tree and its condition does not sit well within the development on a long term basis and Staff consider the proposals put forward, which include the inclusion of a heavy standard London Plane in place of the Deodar Cedar, would in the longer term be better suited to the development and character of the area. On balance therefore Staff do not raise objection to the loss of this TPO tree.
- 6.5.6 There are further conditions forming part of the outline planning permission relating to the landscaping. These are conditions 13 requiring a landscape management plan and condition 14 in respect of submission of detailed for protection of TPO trees during construction. Both of these conditions can be dealt with at a later stage under a separate condition discharge process.
- 6.5.7 Staff are however satisfied overall with the quality and detail of the landscaping proposals for this site and consider that the principles of the outline planning consent have been adhered to.

Flood Risk

- 6.5.8 Issues relating to flood risk were considered at outline planning stage. The Environment Agency were consulted on the outline application and raised no objections to the proposal subject to conditions requiring the development to accord with the submitted flood risk assessment (condition 26 of the outline permission), submission of details for surface water drainage (condition 27) and the provision of details for a buffer zone to Paines Brook (condition 28).
- 6.5.9 With regard to the flood risk assessment (FRA), as explained in paragraph 6.2.4 above, the application is not entirely in accordance with the original FRA in that it has now introduced a surface car park into the south-eastern corner of the site. This part of the site lies within flood zone 3 and was originally intended to be kept free of development.

6.5.10 The applicant has prepared a revised FRA to address these revisions to the layout and this is currently with the Environment Agency for consideration. Members will be advised of any response received from the EA at the meeting.

6.5.11 With regard to surface water drainage (condition 27) the Environment Agency have initially advised that they are not satisfied with the surface water drainage provision within the site. It is understood that further discussions with the EA in this respect have been ongoing and Staff will advise Members of the progress of these discussions at the meeting.

6.5.12 In respect of condition 28 (buffer strip to Paines Brook), Staff are satisfied that the detailed layout of the site enables such a buffer strip to be provided. Full details of this have not been submitted at this stage but can be provided and considered later as part of the condition discharge process.

Sustainability and Renewable Energy

6.5.13 When outline planning permission was granted it was subject to the condition that any application for reserved matters be accompanied by:

- A sustainability statement, required to demonstrate that the development will achieve a minimum Code for Sustainable Homes Level 4 (condition 30), and;

- An Energy Statement, to incorporate an energy demand assessment and detailing the energy efficiency design measures and renewable energy technology to be incorporated into the final design of the development. Such statement to details of a renewable energy/low carbon generation system for the proposed development, which will displace at least 20% of carbon dioxide emissions, beyond current Building Regulations requirements (condition 31).

6.5.14 The applicant has confirmed that each of the dwellings will be designed to Code for Sustainable Homes Level 4 and a statement submitted indicating how this may be achieved. Staff consider this to be acceptable.

6.5.15 Other environmental issues such as contaminated land, air quality, construction impacts, noise issues, ecology and archaeology were considered at outline application stage and judged not to give rise to material grounds for refusal. These issues are subject, where necessary, to planning conditions forming part of the outline approval and do not need to be considered in detail under this reserved matters submission.

6.6 Parking and Highway Issues

6.6.1 The proposed development has two principal points of access- one from Gooshays Drive and the other from Petersfield Avenue. This accords with the outline planning approval and the principles that were considered by the Council's Highway Engineers and Transport for London when outline

planning permission was granted. The Council's Highway Engineers have raised no objection to the detailed access arrangements and consider the layout of the site to be acceptable. A third vehicular access to the site is proposed, which is in Petersfield Avenue but as this serves a cul-de-sac of just five dwellings within the development and does not integrate with the access routes through the remainder of the site no objection is raised to this arrangement.

- 6.6.2 Highways have considered the potential for vehicles crossing the site diagonally via the two access points, thereby by passing the junction of Gooshays Drive and Petersfield Avenue but have raised no material concern in this respect and do not consider this would result in any unacceptable issues. Rather this arrangement may alleviate pressure at the Gooshays Drive/Petersfield Avenue junction, which although is considered to still operate within the limits of its overall capacity, is likely to become busier as a result of the proposed development.
- 6.6.3 Issues relating to highway congestion and road capacity were considered when outline planning permission was granted and a detailed transport assessment was submitted. The proposal was considered to be acceptable in terms of the impact on the public highway. Financial contributions towards the upgrade of the highway, including the junction of Gooshays Drive and the A12, and improvements to the local bus service were secured through a S106 legal agreement. There is considered to be no material reason to consider further the highway implications of the proposed development.
- 6.6.4 Conditions 16, 17 and 18 of the outline planning permission are also relevant to consideration of the detailed highway and parking proposals. Condition 16 relates to parking provision and provides that the total number of parking spaces on the site shall not exceed 375 and shall ensure a minimum of 1 space per dwelling. The parking provision on the site has been designed so that this requirement is met. Staff therefore consider the proposal to be acceptable on highway grounds
- 6.6.5 In respect of cycle Storage, condition 17 of the outline planning permission requires the provision of cycle parking in accordance the standards set out in Annex 6 of the LDF i.e. one cycle space per flat and for 1 and 2 bed dwellings and two cycle spaces for 3 bed dwellings. The nature of the scheme is that cycle parking for dwellings can be provided for in curtilage and does not require separate provision to be made. Across the site provision is made for 435 cycle storage spaces, at a ratio of 1 space per apartment and 2 per dwelling. This is acceptable and accords with the requirements of condition 17.
- 6.6.6 Condition 18 requires that provision shall be made within the development for a minimum of 24 spaces to be allocated for Blue Badge users. This requirement is met.

6.6.7 Details of refuse storage and collection arrangements have been submitted with the application. Each dwelling will have its own refuse storage area, with communal areas for flats. A hard, level external storage space will be provided in the rear garden of dwellings to accommodate both recycling and general refuse, as well as a home composting unit in the garden. Dedicated, non-freestanding bins will be fitted in a kitchen cupboard of each home for the storage of recyclable waste, each with a capacity of at least 30 litres. There will be refuse storage areas across the site from where the refuse will be collected. Streetcare have been consulted on the refuse collection arrangements and raised no material objections. The proposal is considered to be acceptable in this respect and also to satisfy the requirements of condition 32 of the outline planning permission.

6.6.8 Issues relating to the manner of construction, such as wheelwashing, construction methodology and site waste management are all subject of conditions forming part of the outline planning permission and do not need to be re-imposed or considered further at this stage.

6.6.9 In summary, the proposal is considered to be acceptable in terms of access arrangements, the road layout across the site, servicing and refuse collection arrangements and parking and cycling provision. The proposal is in accordance with the requirements of the outline planning permission in all these respects and is considered acceptable in terms of its highway implications.

6.7 **Impact on Amenity**

6.7.1 The impact of the proposed development on neighbouring residential amenity was considered when the outline planning permission was granted. The application site does not share a boundary with any existing residential property. The nearest dwellings to the application site are those located to the south side of Petersfield Avenue. There will be a front to front distance of around 38-40m between the respective front elevations, across the public highway. In view of these distances and the amount of existing landscaping to be retained along the south boundary of the site, it is considered that the proposed development would not be materially harmful to the amenity of occupiers of dwellings in Petersfield Avenue.

6.7.2 The Gooshays Drive boundary of the site is well separated from the nearest residential dwellings, the majority of which are set back behind the green opposite the application site. No material harm to residents located to the west of the site is therefore considered to occur.

6.8 **Community Impact**

6.8.1 Consideration was given to the impact of the proposed development on community infrastructure when outline planning permission for the development was granted. There was specific recognition of the particular role that redevelopment of the site, by releasing capital income to the

Council, would play in enabling significant redevelopment objectives in the area, as part of the Harold Hill Ambitions programme, to be progressed.

- 6.8.2 It was recognised that the development would be able to generate significant monies to the Council through a planning obligation, which would be used to fund local regeneration initiatives and that it was justified in this case for the Council to target Section 106 income towards the identified regeneration aims of the Harold Hill Ambitions project. To this end, when outline planning permission was granted it included a requirement to enter into a Section 106 agreement to achieve the improvement of local youth facilities, an improved library (planning permission for which has recently been granted), improvements to Central Park, the provision of new football pitches at Dagnam Park, new sports facilities at Broxhill (which are subject of a recent planning application), localised environmental improvements and the provision of improved employment training for local people.
- 6.8.3 It is considered that issues relating to community infrastructure implications were fully considered at the time the outline planning permission was granted and the nature of the contributions proposed at that time specifically justified in the light of the wider objectives of the Harold Hill Ambitions programme.

7. Conclusion

- 7.1 This application comprises the reserved matters submission following the grant of outline planning permission for residential development on the site for up to 242 dwellings under application reference P1451.10. The principle of the development has therefore already been accepted by virtue of the grant of outline planning permission.
- 7.2 Staff are satisfied that this reserved matters submission is compliant in all material respects with the terms of the outline planning permission, including the parameters plans forming part of the outline approval and the relevant planning conditions. There is some degree of deviation from the approved plans in terms of the location of a car park, overall heights and open space provision. Staff have considered the impacts of this and judge that in the context of the outline permission overall these do not constitute significant changes and that these fall within the scope of condition 7 of the outline planning permission.
- 7.3 The detailed proposals for this site are considered to be acceptable. The design and layout of the proposed development is considered to be in keeping with the character and amenity of the locality and to provide a suitably high quality living environment. The design, scale, bulk and massing of the proposed buildings is considered 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. Wider community implications and matters to form part of a legal agreement

were assessed under the outline approval and need not be considered further here. It is acknowledged however that matters relating to flood risk and surface water drainage have not yet been resolved and are subject to ongoing consultation with the Environment Agency.

- 7.4 Subject to no objection to the proposals being raised by the Environment Agency, the application is considered to be acceptable in all material respects and it is therefore recommended that the reserved matters application be approved.

IMPLICATIONS AND RISKS

Financial implications and risks:

None arising from this application.

Legal implications and risks:

None arising from this application.

Human Resources implications and risks:

None arising from this application.

Equalities implications and risks:

The disposal of this site for redevelopment is part of the Council's wider objective to regenerate this part of Harold Hill, through the Harold Hill Ambitions programme. This will involve the provision of a wide range of new social, leisure and economic opportunities to meet the needs of local people.

The detailed proposals are judged against the Council's planning policies, which reflect issues of equality and diversity. The development includes a mix of unit types, which will contribute to the provision of mixed and balanced communities and meet the needs of a range of individuals. The units will be designed to standards that meet the wide ranging needs of the community, including lifetime homes and wheelchair accessible housing.

BACKGROUND PAPERS

Application form, supporting statements and plans

Outline Planning Permission Reference P1451.10