



Havering
LONDON BOROUGH

**Strategic Planning
Committee – Developer
Presentation
Sent: 4 June 2020**

Pre-Application Reference:

PE/00095/19

Location:

**QUARLES CAMPUS, TRING GARDENS,
HAROLD HILL**

Ward:

GOOSHAYS

Description:

**REDEVELOPMENT OF QUARLES
CAMPUS TO PROVIDE 120+ NEW
RESIDENTIAL DWELLINGS
COMPRISING HOUSES AND FLATS
(INVOLVING DEMOLITION OF EXISTING
BUILDINGS AND STRUCTURES)**

Case Officer:

Raphael Adenegan

1 BACKGROUND

- 1.1 This proposed development is being presented to enable Members of the committee the second time (first presented on 28 February 2018) to view it before a planning application is submitted and to comment upon it. The development does not constitute an application for planning permission and any comments made upon it are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
- 1.2 The proposed planning application has been the subject of pre-application meetings with Officers. There have been eight pre-application meetings including three workshops with officers and the scheme has evolved over the months since the initial SPC presentation. Latterly, pre-application meetings with Officers have taken place on the 15th January 2020, 27th February 2020 and the 5th March 2020, with further meetings arranged as part of a Planning Performance Agreement. These proposals were presented to the Councils' Quality Review Panel on the 20th June 2019 and 5th December 2019. No pre-

application meetings have taken place with the Greater London Authority (GLA) or Transport for London (TfL) due to the quantum of development falling below the threshold required.

1.3 Members may recall discussing these preliminary proposals at their Strategic Planning Committee meeting of the 28th February 2019. Summary of Members' feedback to the broad principles for the development are as follows:

- i. Fully consider the access options into and across the site (by foot and vehicle). The Committee were keen to see a worked through solution in relation to Tring Gardens, given the road width and the number of vehicles that park along it
- ii. Understand how the footprint of the proposal works relative to the footprint of the school complex
- iii. Further detail is sought on the tenure mix of the affordable units, including what nomination rights the borough would have. Ideally, the AH should be Council owned AH
- iv. Detail on the community engagement strategy
- v. Infrastructure impact, particularly school places. Further details sought
- vi. Sustainability credentials and environmental standards to be employed
- vii. Opportunity to add/create social value through the development
- viii. Specifically in relation to Dagnam Park:
- ix. Assurance sought that the development would not encroach into it
- x. Site security
- xi. What would the impact be upon the boundary landscaping to the park? Need to ensure appropriate protection measures are included
- xii. Ecological assessment is sought
- xiii. Further detail on the height of blocks and the unit mix
- xiv. Opportunity to consider perimeter landscaping/planting for the properties on Tring Walk
- xv. Need for appropriate street lighting
- xvi. Consider including a turning circle for emergency service vehicles on Tring Gardens.

2 PROPOSAL AND LOCATION DETAILS

2.1 Initial Proposal

- The initial proposal was for the provision of 145 residential units; mix of houses and flats, with apartment blocks of up to four storeys in height.
- The quantum, layout and density of the development was at an early stage and subject to a masterplan being developed for the site.
- The layout included an area of open space to the rear of the site and a landscaped green boulevard which leads to the space. A secondary pedestrian link will be created to Tring Walk to improve the connectivity of the site.

- Vehicle access would be as existing from Tring Gardens,
- 2.2 The proposed pre-application enquiry subject to review is likely to be a detailed application. The information provided as part of this enquiry includes indicative quantum, layout and public opens space areas.
- 2.3 The key objective will be to create high quality buildings and places in this Green Belt site, which helps boost the supply of homes, including affordable homes, within the London Borough of Havering. The scheme should also re-locate existing educational use.

Latest Proposal

- 2.4 Further to the submission of this proposal to the Strategic Planning Committee on the 28th February 2018, the scheme has evolved. 120 units are now proposed.
- 2.5 The applicant / developer have responded to the feedback of members of this committee thus:
- I. Fully consider the access options into and across the site (by foot and vehicle). The Committee were keen to see a worked through solution in relation to Tring Gardens, given the road width and the number of vehicles that park along it
 - *we can provide this for the presentation*
 - II. Understand how the footprint of the proposal works relative to the footprint of the school complex
 - *these will be updated once we have a fully agreed layout but the scheme will be assessed under NPPF para 145 (g II)*
 - III. Further detail is sought on the tenure mix of the affordable units, including what nomination rights the borough would have. Ideally, the AH should be Council owned AH
 - *the Council will own the AH. Mix below.*

Housetype	Description	Qty
1BF	1 Bed Apartment - 1B2P	12
2BF	2 Bed Apartment - 2B4P	30
SA	The Saddler - 2 Bed Coachouse - 2B3P	1
CN	The Coiner - 2 Bed House - 2B4P	22
WR	The Warriner - 3 Bed House - 3B4P	4
HA	The Harper - 3 Bed House - 3B4P	37
BM	The Blemmere - 3 Bed House - 3B4P	12
HI	The Hillard - 3 Bed House - 3B4P	2
Overall Total		120

- IV. Detail on the community engagement strategy
– *we have undertaken a public exhibition and ward members will be kept up to date once the application is submitted. We will update the website with information and keep this updated through construction.*
- V. Infrastructure impact, particularly school places. Further details sought
– *the applicant will make contributions in line with any consultation response from the LEA.*
- VI. Sustainability credentials and environmental standards to be employed
– *these will be in line with the London Plan*
- VII. Opportunity to add/create social value through the development
– *the proposals include a significant area of public open space, opening the site for the public which is a benefit over the current situation.*
- VIII. Specifically in relation to Dagnam Park:
- Assurance sought that the development would not encroach into it
Site security
– *the existing boundary treatment will be retained to ensure no access to DP.*
 - What would the impact be upon the boundary landscaping to the park? Need to ensure appropriate protection measures are included
– *IT is proposed to retain current boundary treatment.*
- IX. Ecological assessment is sought
– *surveys have been undertaken and an ecological assessment will be submitted with the application.*
- X. Further detail on the height of blocks and the unit mix
– Max height 3.5 storeys.
- XI. Opportunity to consider perimeter landscaping/planting for the properties on Tring Walk.

- full boundary treatments are being considered and these will be included in the application.
- XII. Need for appropriate street lighting
– this will be incorporated and form a condition of any planning permission
- XIII. Consider including a turning circle for emergency service vehicles on Tring Gardens.
– This is not required for highway safety

Site and Surroundings

- 2.6 The site measures approximately 3.8 hectares and is occupied by a range of buildings and hardstanding utilised by the Havering College of Further and Higher Education. The site is self-contained and is screened by woodland to the north, east and south. Existing residential properties along Tring Gardens and Tring Walk are adjacent to the site's western boundary.
- 2.7 The surrounding area is suburban in character and comprises existing two storey dwellings. Dagenham Park and the wider Green Belt extend eastwards beyond the woodland which encloses the site. The site has a PTAL rating of 1a to 2. There are bus stops on Whitchurch Road served by bus route 294 which travels between Havering Park and Noak Hill. Harold Wood Rail Station is approximately 2km south of the site.

Planning History

- 2.8 None relevant to these proposals

Planning Policy

National Planning Policy Framework (NPPF) 2018
London Plan 2016
Draft London Plan 2018
London Borough of Havering Core Strategy and Development Control Policies DPD 2008
Romford Area Action Plan DPD 2008
London Borough of Havering Proposed Submission Local Plan 2016 – 2031

3 MATERIAL PLANNING CONSIDERATIONS

- 3.1 The main planning issues raised by the application that the Committee must consider are:
- Principle of development – Impact on Green Belt
 - Density and Site Layout including connectivity
 - Accessibility – compliance with Part M4 (2&3)

- High Quality Design including height of buildings relative to the context of the site including accessibility.
- Archaeology
- Biodiversity
- Housing provision, including affordable housing
- Relocation of existing uses
- Microclimate
- Sustainable Design and Construction
- Impact on local Education provision
- Infrastructure and Utilities
- Healthcare
- Open Space and Recreation
- Flooding and Sustainable Drainage System
- Secured by Design

3.2 Current planning policy would require that 35% affordable housing (AH) or 50% AH is the case of public land, (of which 70% should be social rented and 30% intermediate/shared ownership) is proposed or it should be comprehensively demonstrated that the maximum viable quantum is being provided. In terms of housing mix, the following is currently proposed:

	1 Bed	2 Bed	3 Bed
Market Housing	5%	34%	60%
Affordable Housing	17%	60%	23%

Proposed Residential Mix:

Unit Type	Private	Shared Ownership	Affordable Rent	Total	%
1 Bedroom	4	-	8	12	10%
2 Bedroom (3 Person)	-	-	1	1	44%
2 Bedroom (4 Person)	25	4	23	52	
3 Bedroom (4 person)	44	-	-	44	46%
3 Bedroom (5 person)	0	9	2	11	
Total	73	13	34	120	100%
	60.8%	39.2% (by units)			

3.3 While the percentage of affordable being proposed would, in the main, be acceptable in policy terms, the application site is Green Belt and public land. The proposal development is considered to be inappropriate development in

the Green Belt, and as such a case for very special circumstances would have to be made for the proposal to be acceptable. This matter is articulated under Green Belt/Affordable Housing Concerns below.

Quality Review Panel (QRP) Comments

- 3.4 The proposal has presented to the Havering Quality Review Panel twice – the second on 5th December 2019. Members should note that the proposal as presented to them may have changed to reflect the QRP. The following comments were made by the QRP:
- *Welcomes the way the scheme maintains the openness of its Green Belt context, creating new visual and physical connections to the woodland beyond;*
 - *Currently, its character is unclear and the team need to be able to articulate what makes this place special;*
 - *The reconfiguration of the scheme from a rigid grid to a more fluid layout, rooted in the arcs and contours of neighbouring housing, is welcomed;*
 - *Shifting the vehicular access to the east side of the site was not the aim of the comments of the previous review: rather, the panel would like to see generous pedestrian-focused entry points, aligning with the break in the buildings across Tring Gardens and see the eastern side as a key opportunity;*
 - *The panel is unconvinced by the proposed swale, which currently works against the topography, and so will not function effectively as part of the site's drainage solution. In addition, it restricts access to the main green space;*
 - *While car parking is more dispersed overall, the panel is concerned that that parking along Tring Gardens, which is the public face of the scheme, is overly dominant and should be redesigned;*
 - *The proposed play area is in the wrong place, and risks feeling isolated and poorly overlooked.*
 - *While simple, robust architecture is appropriate here, the success of the scheme will depend upon the details, including high quality entrances and materials. Buildings should not be generic, should relate well to each other but do not have to be in the 'foreground';*
 - *The steep pitches of the roofs are out of place, and panel feels that they should better reflect the shallower pitches of the surrounding streets and horizontal window alignments*

Financial and Other Mitigation

- 3.5 Any subsequent planning application will be supported by a package of measures secured under s106 of the Town and Country Planning Act 1990 or the Community Infrastructure Levy (as appropriate), to mitigate impacts of the proposed development .
- 3.6 The proposal would attract the following Community Infrastructure Levy contributions to mitigate the impact of the development:

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

Green Belt/Affordable Housing Concerns

3.7 Paragraph 145(g) of the NPPF states:

“limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:

- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.”

3.8 Paragraph 4.6.5 of the accompany text of Policy H6 of the Draft (emerging) London Plan states:

“The Mayor recognises that **public sector land** can play a significant role in meeting affordable housing need. The threshold for public sector land (land that is owned or in use by a public sector organisation, or company or organisation in public ownership, or land that has been released from public ownership and on which housing development is proposed) is set at 50 per cent to be considered under the Fast Track Route. This is because these sites represent an opportunity to meet a range of objectives, including making better use of sites, improving services and delivering more affordable housing. Moreover, as public assets, these landholdings should be used to deliver development and outcomes that are most needed by – and matter most to – the public.”

3.9 The 50% AH threshold for public sector land in an addition to paragraph 145 (g II) of the NPPF. And whilst the applicant has provided a supporting letter from the Council’s Director of Housing expressing satisfaction with the affordable housing mix currently proposed, officers are of the view that this does not outweigh the harm that would be caused by the proposal as stated above particularly, as the application site is by definition ‘public sector land’, which would, in the main, trigger a 50% higher AH provision as required in the London Plan for development on public owned land. The applicant is proposing 37% AH instead.

3.10. Whilst the scheme has evolved and there are merits to the redevelopment of the site, officers are not yet in a position to support the current proposal on

'principle ground'. Officers consider that the quantum/volume of development being proposed would harm the openness of the Green Belt, and as such constitutes an inappropriate development in the Green Belt by definition. Officers have expressed this concern to the applicant and advised that the level of 3 bedroom affordable units of the 35% AH provision, which has now been increased to 37%, be meaningfully increased in order to justify a Very Special Circumstances (VSC) case being put forward by the applicant in accordance with paragraph 145(g II) of the NPPF 2018 and the letters of the Policy H6 of the London Plan. 55 of the 120 units are 3 bedroom units, and 9 (16%) of the 55 were AH units. This has now been increased to 11 units (20%).

- 3.11 The current AH tenure mix of 47 units made up of 17.02% (8 x 1bed), 59.57% (28 x 2bed) and 23.40% (11 x 3bed) would, in all circumstances be acceptable providing it is supported by a Financial Viability Assessment. However, as pointed out above, the proposal is considered to be an inappropriate development in the Green Belt which would require a VSC case to be made. In this case, officers would be seeking 35% (19 units) of the total 3 bedroom units, which is much needed in the locality to be affordable, in order to comply with relevant national and regional plan policies. This would result in AH units made up of 17.02% (8 x 1bed), 42.55% (20x 2bed) and 40.43% (19 x 3bed).

Issues Members may wish to query at this stage

- 3.12 Members may wish to make queries/comments on any matter related to the proposal. Officers have, in particular been discussing the following with the applicant:
- Green Belt issues (as above)
 - Quantum of affordable (as above)
 - Quality of design of buildings, open space and streets
 - Housing mix

Conclusion

- 3.13 The proposed development continues to be considered at meetings with officers at London Borough of Havering (LBH). Further discussions will take place with Officers, in accordance with the agreed Planning Performance Agreement.
- 3.14 Further, it is likely that this scheme may come back to this Committee for final review as part of the continuing Pre-Application engagement in the summer of 2020 but only if members seek further clarification.