

OFFICER REPORT FOR DECISION UNDER DELEGATED AUTHORITY

APPLICATION NO: P0928.20

WARD : Romford Town Date Received: 2nd July 2020

ADDRESS: 298-304 Beech Court Care Centre
South Street
Romford

PROPOSAL: The erection of a three-storey extension to care home.

DRAWING NO(S): F-S-001
Transport Statement
P-E-21
P-P-11
P-P-12
P-P-13
P-S-004
F-S-005
P-EX-101
P-EX-102
P-EX-103
P-EX-111
P-S-002
Flood Risk and Drainage Assessment - Final Report v1.0
Arboricultural Assessment
Preliminary Ecological Appraisal
Planning, Design and Access Statement
P-E-21 - Rev A

RECOMMENDATION : It is recommended that planning permission be GRANTED subject to the condition(s) given at the end of the report

SITE DESCRIPTION

The large site is located on the western side of South Street, and immediately backs onto the River Rom. The site has a substantial three-storey building which is in use as a residential care home.

The site lies in a Archaeological Priority Area and has a Tree Preservation Order on some of the trees on the site; but there are no other heritage or protected assets on the site or nearby. Furthermore, the site is in an area which has an identified historic landfill use.

DESCRIPTION OF PROPOSAL

The application is seeking planning permission for:

The erection of a three-storey extension to care home.

The building has been with a larger (more massive) element fronting South Street, and an elongated 'outrigger' element behind this, with a lower ridge height to the roof, and the third storey occupying the roof space.

The application would result in an extension to the original rear wall of the 'outrigger' element. The extension would be approximately 15.7m long, 14.1m wide (the width of the extension

outrigger). The height of the eaves and the roof will be continued in the extension, and due to the natural gradient of the land this would result in an eaves height of approximately 7.3m and a maximum height of approximately 11.5m.

It must be noted that internal alterations fall outside of the control of the planning system, but can be used to demonstrate if the proposed development could be effectively integrated into the existing building.

RELEVANT HISTORY

The recent history only includes works to protected trees.

T0025.11 - 7 Multistem Sycamore trees
1 Multistem Ash tree

The crown lift to 6 metres
crown thin
dead wood
Awaiting Decision

T0122.07 - received emailed application for work to trees covered by Tree Preservation Order 11/98
Approve no cons 08-10-2007

CONSULTATIONS/REPRESENTATIONS

Following from public consultation, the Local Planning Authority (LPA) has not received any comments to the scheme.

STATUTORY AND INTERNAL CONSULTEES

LB Havering Waste and Recycling - No objections. "No domestic waste collections will apply to this planning proposal. The business will require suitable waste contract to meet the requirements of the business. Commercial waste will require suitable storage arrangements."

LB Havering Public Protection - No objections subject to two conditions in relation to contaminated land, and three conditions in relation to noise control.

LB Havering Public Protection (Air Quality) - No objections subject to imposing 7 conditions on any grant of planning permission.

Historic England, Greater London Archaeological Advisory Service (GLAAS) - No objections, although suggested a 2-part condition on any grant of planning permission:

Thames Water - No objections, but have suggested a condition in relation to the control of piling operations during construction.

RELEVANT POLICIES

The Development Plan is made up of the National Planning Policy Framework 2019 (NPPF), the London Plan MALP 2016 (LP), and the Havering Core Strategy 2008 (HCS).

Further to this, the Draft London Plan ("Intend to Publish" version December 2019) (the "DLP")

and the new Havering Local Plan (2016-2030) have been submitted for consideration with the Secretary of State. Whilst these documents have not been formally adopted it is anticipated that these documents and policies will be formally adopted in the near future.

London Plan Supplementary Planning Guidance (SPG)

- Accessible London: Achieving an Inclusive Environment (October 2014)
- The control of dust and emissions during construction and demolition (July 2014)
- Character and Context (June 2014)
- Sustainable Design and Construction (April 2014)

Other Documents

- BRE guidance on daylight, sunlight and outlook - "Site Layout Planning for Daylight and Sunlight - A guide to good practice [second edition]" by Paul Littlefair.

LDF

- CP17 - Design
- DC61 - Urban Design
- DC70 - Archaeology and Ancient Monuments
- SPD04 - Residential Extensions & Alterations SPD

OTHER

- LONDON PLAN - 7.14 - Improving air quality
- LONDON PLAN - 7.4 - Local character
- LONDON PLAN - 7.6 - Architecture
- NPPF - National Planning Policy Framework

MAYORAL CIL IMPLICATIONS

The extension would result in 543sqm of new floor area, and the site lies in the north CIL charging area. Consequently, the development would be liable for a Havering CIL payment of £67,875, and Mayoral CIL payment of £13,575; subject to indexation.

STAFF COMMENTS

The application was submitted at a time where officers were unable to visit the site due to social distancing measures put in place during the Covid-19 global pandemic. Consequently, officers have not been able to verify the proposed works have been built out on site; and instead having to rely on aerial photography available from the London Borough of Havering, and information from third-party image providers (Google Streetview®, Apple Maps®, etc.).

DESIGN/IMPACT ON STREET/GARDEN SCENE

The site contains a large, architecturally distinct building set within a spacious plot of land, which is similar to other development in this section of South Street. The extension has been designed to effectively emulate that of the donor property; in scale, bulk, mass fenestration design. The overall extension would not dominate the site or the donor property more generally, and the architectural design of the building is acceptable. The materials have been specified on the drawings, although a condition will need to be imposed to ensure that any new external materials (the walls, windows and roof) would be suitable in relation to the existing building. The extension would not be visible from the streetscene, and the impact would be acceptable.

The site as existing has a large amount of green space, although this is largely open and is shared to some degree with the car park. The loss of some of the amenity space would be acceptable, as it would create greater delineation between the utilitarian car park area to the northern section of the site, and the garden area to the south of the site. This change in the

layout of the site would be acceptable, and it must also be noted that the garden area to the south would have a new garden pavilion. This would make the areas easier to read, use and maintain, and would be particularly beneficial for any vulnerable residents of the care home who may have difficulty separating out the different spaces and areas of the site.

There are several trees subject to the tree preservation order, but these are located to the southern boundary and the front of the site. These are significantly distant to give rise to concerns over design, although special attention will be paid to this in relation to construction management.

The re-location of access to the property is not significantly different to that of the existing situation, and would still be practicable and usable in the normal course of use; demonstrating that the proposed extension can integrate into the existing building.

The proposed development is therefore acceptable when assessed against LP policies 7.4, 7.5 and 7.6, and HCS policies CP17 and DC61.

ACCESSIBLE DESIGN

No information on accessible design has been included in the application. This application is for residential accommodation to those who require care, and it is important to require minimum accessibility standards on any additional rooms to ensure that people with different physical requirements for their residential needs can be accommodated both once the development has been completed and throughout the life of the development. A condition will be imposed on any grant of planning permission in relation to this, and to comply with LP policy 3.5 and HCS policy DC7.

IMPACT ON AMENITY

The Planning, Design and Access Statement (PDAS) included comments on the impact on amenity. The design of the extension follows good practice and industry standards in terms of quantifying the impact on daylight to the nearest neighbouring properties. There are no other nearby properties that would be affected by the proposals, and the development is sufficiently distant from other parts of the same building to not be of concern. The conclusions of the PDAS are that there would not be any significant impact on the daylight to windows of the neighbouring properties. Officers agree that this would be the case, and that any impact to the gardens or amenity spaces (some parking) would be negligible, would not prevent the normal course of use of the neighbouring properties or gardens, and in any event would not be sufficient to warrant refusal of the scheme.

The windows would be sufficiently distant from neighbouring properties to ensure that any increase the perceived overlooking to neighbouring properties would not be any different than the existing situation.

The proposed scheme has the potential to cause disturbance to the operation of the existing care home during construction. This is of particular concern given that many of the residents may also have underlying health conditions which can be exacerbated by airborne particles (such as dust) during construction works. This issue has also been raised by the Public Protection consultee, and officers agree that effectively-worded conditions would be necessary on any grant of planning permission to safeguard any residents or other occupants during construction. It will also be necessary to limit the use of any non-road mobile machinery (NRMM) to ensure that air quality on the site is not adversely affected by the construction method in line

with LP policy 7.14 and The Control of Dust and Emissions During Construction and Demolition SPG.

This impact could also be mitigated by effective conditioning of the hours of construction. However, the Government recently introduced changes to the Town and Country Planning Act 1990 [as amended] through the introduction of the Business and Planning Act 2020. These changes allow for a relaxation of the hours of construction in response to an easing of social distancing measures imposed by the Covid-19 global pandemic. However, this site is a car home and houses people who are sensitive in changes to their amenity; either through noise or dust particles associated with construction works. It will therefore also be necessary to impose a condition limiting the hours of construction to less than what is prescribed under the Business and Planning Act 2020. However, there could be a caveat included that would allow for this to be eased if protective measures are implemented.

NOISE

The consultee for public protection has required specific noise control conditions to be imposed on any grant of planning permission including requirements for noise insulation, control of noise from the extension, and noise of plant and machinery. Officers consider that there would not be any additional sources of noise from the building itself beyond that found within the existing building. It would be overly erroneous to impose conditions in relation to this. Furthermore, whilst officers do agree that any additional services should be adequately designed, the limited quantum of rooms proposed would not give rise to a service need that would impact neighbouring properties, and so do not agree that noise control measures should be imposed on any new servicing plant or machinery.

HIGHWAY/PARKING

The site has a Public Access Transport Level (PTAL) of 5 (excellent) and increasing the density of development in this area is acceptable. The application proposes additional parking spaces (up to 14 spaces in total); which is considered acceptable given the use, and how visitors and residents would access the site.

TREES

The site is subject to a Tree Preservation Order (LPA reference 11/98) which protects a Eucalyptus tree to the front of the site, and a group of a Ash and Sycamore trees to the southern boundary of the site. No works to these trees are proposed, and this is supported; although protection of these trees throughout construction works would be required. The PDAS also references works to other trees on the site; although does not suggest that these would be removed. Consequently, officers are content that subject to additional information on the management of the site during construction, there would not be an adverse impact on trees on the site, and the development is acceptable in this respect.

SUSTAINABILITY/ENERGY EFFICIENCY

The need to consider environmental impact and sustainability issues from the outset of a scheme is established by LP policy 5.3 and HCS policy DP15. No information has been provided on this, however the internal layout of the building has been provided. In the normal course of use, a limitation would be required on any grant of planning permission for water consumption requirements. However, given that the occupants may have different physical or service needs, it would be overly erroneous to impose a condition in relation to water consumption. Consequently, it is not necessary to require additional information on this.

FLOOD RISK

Part of the site lies in a Flood Risk Zone 2, and the applicant has provided a flood risk assessment. The report considers that flood resistant and resilient construction should be incorporated into the design of the scheme, including design features and finishes to minimise entry of water and to reduce damage in the unlikely event of localised flooding. Officers consider that given that the natural ground lowers towards to the west of the site, it is unlikely that there are concerns over this. However, the occupants of the rooms in the extension would be vulnerable, and the suggested actions should be adhered to by imposing an adequately worded condition on any grant of planning permission.

LAND CONTAMINATION

No information has been provided on land contamination. The internal consultee has suggested a procedural investigation into land contamination (a Phase-I and Phase-II site investigations), and officers agree that this is an effective way to mitigate the concerns over contaminants in the land both during construction and for residents once the development has been completed.

ARCHAEOLOGY

The site lies in an Archaeological Priority area, and the consultee for this (GLAAS) have commented:

"The site lies close to finds of prehistoric flint tools and in the valley of the Rom which has high potential for early activity and also paleoenvironmental remains. The core of the settlement that preceded medieval Romford - Oldchurch - lay just to the north.

I advise that the development could cause harm to archaeological remains and field evaluation is needed to determine appropriate mitigation. However, although the NPPF envisages evaluation being undertaken prior to determination, in this case consideration of the nature of development, the archaeological interest and / or practical constraints are such that I consider a two-stage archaeological condition could provide an acceptable safeguard. This would comprise firstly, evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation."

Officers consider this to be acceptable, and the conditions suggested would be imposed on any grant of planning permission. Subject to this condition, the development is acceptable when assessed against HCS policy DC70 and the NPPF.

KEY ISSUES/CONCLUSIONS

Upon full assessment of the submitted material supporting the application, taking into account all material considerations, it is considered the objectives of the development plan have been met, and that planning permission should be granted.

RECOMMENDATION

It is recommended that planning permission be GRANTED subject to the following conditions:

1. SC4 (Time limit) 3yrs

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. SC32 (Accordance with plans)

The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans (as set out on page one of this decision notice).

Reason:-

For the avoidance of doubt and to ensure that the development is carried out as approved.

3. SC66 (Archaeological Condition) (Pre Commencement)

A) No demolition or development shall take place until a stage 1 written scheme of investigation (WSI) has been submitted to and approved in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake the agreed works.

B) If heritage assets or archaeological interest are identified by stage 1 then for those parts of the site which have archaeological interest a stage 2 WSI shall be submitted to and approved by the Local Planning Authority in writing. For land that is included in the stage 2 WSI, no demolition or development shall take place other than in accordance with the agreed stage 2 WSI, which shall include:

i) The statement of significance and research objectives, the programme and methodology of site investigation and recording, and the nomination of a competent person(s) or organisation to undertake the agreed works

ii) Where appropriate, details of a programme for delivering related positive public benefits.

iii) the programme for post-investigation assessment and subsequent analysis, publication and dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.

Reason:-

Important archaeological remains may exist on this site. The Local Planning Authority wishes to ensure that any archaeological remains not protected by other measures are investigated, recorded, and if necessary protected in order that the development accords with Development Control Policies Development Plan Document Policy DC70.

4. SC65 (Contaminated land condition No. 2) (Pre Commencement)

No works shall take place in relation to any of the development hereby approved (except works required to secure compliance with this condition) until the following Contaminated Land reports (as applicable) are submitted to and approved in writing by the Local Planning Authority:

a) A Phase I (Desktop Study) Report documenting the history of this site, its surrounding area and the likelihood of contaminant/s, their type and extent incorporating a Site Conceptual Model.

b) 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.

c) 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.

d) 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

e) 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:-

Insufficient information has been supplied with the application to judge the risk arising from contamination. Submission of an assessment prior to commencement will ensure the safety of the occupants of the development hereby permitted and the public generally. It will also ensure that the development accords with Development Control Policies Development Plan Document Policies DC54 and DC61.

5. SC63 (Construction Methodology) (Pre Commencement)

No works shall take place in relation to any of the development hereby approved until a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers is submitted to and approved in writing by the Local Planning Authority. 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 Authorities;

- g) siting and design of temporary buildings;
- h) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;
- i) 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:-

Insufficient information has been supplied with the application in relation to the proposed construction methodology. Submission of details prior to commencement will ensure that the method of construction protects residential amenity, and that of the existing residents on site. It will also ensure that the development accords with policy DC61 of the Havering Core Strategy and Development Control Policies DPD 2008.

6. Non Standard Condition 31

No piling shall take place until a Piling Method Statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the Local Planning Authority.

Reason:-

The site lies in close proximity to waste water infrastructure, and it is necessary to ensure that any piling activities would not cause any adverse impact on the water infrastructure.

7. SC24 (Machinery)

Notwithstanding the requirements of other conditions, no Non-Road Mobile Machinery (NRMM) shall be used on the site unless it is compliant with the NRMM Low Emission Zone requirements (or any superseding requirements) and until it has been registered for use on the site on the NRMM register (or any superseding register).

Reason:-

To ensure that air quality is not adversely affected during the construction of the development in line with London Plan policy 7.14 and the Mayor's SPG: The Control of Dust and Emissions During Construction and Demolition, as well as policy DC61 of the Havering Core Strategy and Development Control Policies DPD 2008.

8. SC62 (Hours of construction)

All building operations in connection with the construction of external walls, roof, and foundations; site excavation or other external site works; works involving the use of plant or machinery; the erection of scaffolding; the delivery of materials; the removal of materials and spoil from the site, and the playing of amplified music shall only take place between the hours of 8.00am and 6.00pm Monday to Friday, and between 8.00am and 1.00pm on Saturdays and not at all on Sundays and Bank Holidays/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 Development Control Policies Development Plan Document Policy DC61.

9. SC10 (Matching materials)

All new external finishes shall be carried out in materials to match those of the existing building to the satisfaction of the Local Planning Authority.

Reason:-

To safeguard the appearance of the premises and the character of the immediate area, and in order that the development accords with policy DC61 of the Havering Core Strategy and Development Control Policies DPD 2008.

INFORMATIVES

- 1 Approval - No negotiation required
Statement Required by Article 35(2) of the Town and Country Planning (Development Management) Order 2015: No significant problems were identified during the consideration of the application, and therefore it has been determined in accordance with paragraph 38 of the National Planning Policy Framework 2019.

Authorising Officer: Habib Neshat

01-09-2020
