

Design Access and Planning Statement

Site Address: 5 Dorian Road Hornchurch RM12 4AW

PROPOSAL: Demolition of bungalow and construction of 2x4 bed 6 person family dwellings with associated amenity, parking, cycle stores and bin stores

This proposal is to gain the necessary consent for the demolition (retrospective) of the previously existing bungalow and construction of 2 new semi-detached chalet bungalows (Ground and First levels) in its place to deliver family housing.

Planning permission was given following an allowed appeal under reference APP/B5480/W/18/3205665 for development described as 'conversion of existing property into 2x3-bed dwellings with additional front and rear dormers' under LPA reference (P2037.17).

In February 2021, an application for a non-material amendment with the same plans as approved under P2037.17 was submitted but with the change of description to state demolition and re-build. This application was refused.

Following the issuance of the Enforcement Notice dated 19 October 2021 under reference ENF/233/21, this new application is being submitted with proposed design, plans and elevations that are in substantially the same form as those that were approved under P2037.17. The additional design change is to enlarge the left-hand dwelling at ground floor level by continuing the rear extension line of the right-hand house; no neighbour amenity issues arise given the significantly extended built form of adjacent number 3.

DEVELOPMENT PLAN

The Statutory Development Plan comprises the following:

- at local level the London Borough of Havering Core Strategy and the Borough Development Control Policies Development Plan Document ('DPD')
- The London Plan 2021 ('NLP') is now the strategic regional upper tier part of the development plan since 2 March 2021.

National Policy

National Planning Policy Framework 2021 (NPPF) is the non-statutory guidance such that it and its policies are other material considerations. Given the LPA's 2020 3-year housing delivery figure was 36% for 2020, Paragraph 11d ii) policy, the presumption in favour of sustainable development, is engaged and the housing policies of the development plan are deemed out of date.

Local level policies

The new development on this small site involves the creation of 2x 4 bed 6 person much needed family dwellings and in this location meet the relevant policy requirements. They are well-designed and of a high standard of design replicating in a material sense the dwellings approved under P2037.17. The proposal is compliant with local policies DC61 and DC33 of the DPD.

The London Plan 2021

1. The new policies are consistent with policies in the Framework (e.g. paragraph 68 on small sites within existing settlements for homes and encouraging site sub-division).
2. Paragraph 0.0.8 talks to the import of the NLP in decision making and the requirement of development plan documents to be in general conformity with it. Paragraph 0.0.10 advises that the NLP is an integrated policy framework that must be read as a whole. Paragraph 0.0.11 confirms that the policies and reasoned justifications take account of the evidence that underpins the plan. Paragraph 0.0.14 makes it clear that this NLP relies on the 2017 Strategic Housing Market Assessment (SHMA) for its evidence of housing needs that takes full account of the diversity of London's housing needs.
3. Paragraph 0.0.23 stresses the London wide strategic reach of its policies that need not be repeated at the LPA level and at paragraph 0.0.26 explains the tiered structure of the Development Plan to avoid duplication of policy and evidence.
4. The proposal derives support from Good Growth Objective GG2 (Making the Best Use of Land) and in particular parts A, B, C, D, E and G. Paragraphs 1.2.1 to 1.2.8 provide the reasoned justifications and how the proposal site fits into this category of efficiently utilizing existing places for intensification in outer London while respecting local character.

5. Under GG2, the directive cannot be clearer: 'To create successful sustainable mixed-use places that make the best use of land, those involved in planning and development must: A) enable the development of brownfield land, particularly in Opportunity Areas, on surplus public sector land, and sites within and on the edge of town centres, as well as utilising small sites, AA) prioritise sites which are well-connected by existing or planned public transport, B) proactively explore the potential to intensify the use of land to support additional homes and workspaces, promoting higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling, BA) applying a design-led approach to determine the optimum development capacity of sites, C) understand what is valued about existing places and use this as a catalyst for growth, renewal, and place-making, strengthening London's distinct and varied character.'
6. The Applicant's proposal derives support from the Good Growth Objective GG4 (via parts A - E. Paragraphs 1.4.1 to 1.4.6 provide the reasoned justifications; in particular at 1.4.4 the telescopic reach of the NLP in addressing the housing needs of all Londoners explains the treatment of London as a single housing market in a manner not possible at the local level. The instant site fits into this category of a small site that delivers much needed 4-bed houses for the growing families. Furthermore, rapid construction and delivery of housing can take place by a small and nimble self-builder/developer.
7. Under GG4, the directive cannot be clearer: 'To create a housing market that works better for all Londoners, those involved in planning and development must: A) ensure that more homes are delivered, B) support the delivery of the strategic target of 50 per cent of all new homes being genuinely affordable, C) create mixed and inclusive communities, with good quality homes that meet high standards of design and provide for identified needs, including for specialist housing.'
8. In Chapter 3 (Design) Policy D1 speaks to capacity and planning for growth. Paragraph 3.1.2 states that 'understanding the existing character and context of individual areas is essential in determining how different places may best develop in the future. An evaluation of the current characteristics of a place, how its past social, cultural, physical and environmental influences have shaped

it and what the potential opportunities are for it to change will help inform an understanding of an area's capacity for growth and is crucial for ensuring that growth and development is inclusive, while asserting in paragraph 3.1.7 that 'as change is a fundamental characteristic of London, respecting character and accommodating change should not be seen as mutually exclusive. Understanding of the character of a place should not seek to preserve things in a static way but should ensure an appropriate balance is struck between existing fabric and any proposed change. Opportunities for change and transformation, through new building forms and typologies, should be informed by an understanding of a place's distinctive character, recognising that not all elements of a place are special and valued. _

9. Paragraph 2.0.3 (emphasis added): 'If London is to meet the challenges of the future, all parts of London will need to embrace and manage change. Not all change will be transformative - in many places, change will occur incrementally. This is especially the case in outer London, where the suburban pattern of development has significant potential for appropriate intensification over time, particularly for additional housing. _
10. Paragraph 2.0.6 (emphasis added): 'Many town centres and the surrounding areas have potential to accommodate significant quantities of new housing, making the most of walking, cycling and public transport connectivity and complementing their commercial role. _
11. Policy D7 Accessible Housing and supporting paragraphs 3.7.1 onwards seek to provide suitable housing and genuine choice for London's diverse population, including disabled and older people.
12. Policy SD6 Part C speaks to the potential for new housing on the edges of town centres to be realised through residential development that makes best use of land, capitalising on the availability of services within walking and cycling distance. Part D notes the suitability of such sites for smaller households and those seeking to downsize.
13. In Chapter 4 (Housing) Policy H1 is about increasing housing supply with Mayor- prescribed 10-year targets to be centrally monitored that Boroughs have to include in their development plans. To encourage delivery a range of sites including windfall sites from a number of supply sources are identified. At B 2) e), small housing sites are specifically highlighted as two of the supply

sources to optimize potential for delivery with emphasis added via a specific policy provision H2 (Small Sites).

14. Paragraph 4.1.2 (emphasis added): ‘For the purposes of the Plan, London is considered as a single housing market area, with a series of complex and interlinked sub-markets. The advantage of strategic planning is that it allows London to focus development in the most sustainable locations, allowing all of London’s land use needs to be planned for with an understanding of how best to deliver them across the capital. Because of London’s ability to plan strategically, boroughs are not required to carry out their own housing needs assessment but must plan for, and seek to deliver, the housing targets in this Plan. These have been informed by the SHLAA and the SHMA.
15. Under this Policy H2 (see A 1) - 5)), Boroughs should pro-actively support well-designed new homes on small sites through decision making for a number of cited reasons including increasing contribution to supply, supporting small housebuilders and self-build scheme. At B 1) is the encouragement to Boroughs to ‘recognise in their Development Plans that local character evolves over time and will need to change in appropriate locations to accommodate additional housing on small sites.’ Paragraphs 4.2.1 to 4.2.8 speak to the strategic priority of small sites and how achieving this objective requires an overhaul of attitude towards positive and proactive planning and decision making. Consequently, it is submitted that the proposal is in keeping with the area given choice of material palette.
16. The proposal derives backing from these housing policies for incremental delivery.
17. Under Policy H10, part A 9) supports the need for additional family housing.
18. Parking Policies T6 and T6.1 and Table 10.3 apply; both dwellings will have 2 vehicle spaces each for the family-sized units in this location.

MATERIAL CONSIDERATIONS

1. NPPF

1. Paragraph 60: To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land

can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

2. Paragraph 61: To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment which also reflects current and future demographic trends and market signals.
3. Paragraph 62 speaks to the housing mix assessment and the importance of catering to provision for example for housing for families with children.
4. Paragraph 69: Small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should:
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 - c) support the development of windfall sites through their policies and decisions - giving great weight to the benefits of using suitable sites within existing settlements for homes; and
 - d) work with developers to encourage the sub-division of large sites where this could help to speed up the delivery of homes
5. Paragraph 104 encourages opportunities for the promotion of walking, cycling and use of public transport. The adverse environmental impacts of traffic and the use of cars has come into sharper focus during the Covid-19 pandemic. To that end the Secretary of State for Transport issued additional statutory guidance (Traffic Management Act 2004: network management in response to Covid-19) updated on 23 May 2020. The Mayor and Transport for London have consequently issued guidance to London Boroughs to implement this new policy.
6. Section 11 is titled Making effective use of land; the Good Growth Objectives and Housing policies of the NLP align with these national aims. Paragraph 124 d) speaks to planning policies and decisions supporting development that supports the efficient use of land through promotion of regeneration and change while respecting local character. This is what strategic policies D1 (and paragraph 3.1.7), D3 and H2 B 1) of the NLP are trying to achieve. Paragraph 125 supports development that makes optimal use of the potential of available

sites.

7. Section 12 seeks to achieve good design and paragraph 130 c) seeks planning decisions to ensure developments are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities). (emphasis added).

2. HOUSING SUPPLY and HOUSING DELIVERY TEST RESULT

1. Housing Supply: The Council's 'Housing Position Statement: October 2019,' shows that it is able to currently have deliverable supply for 4.68 years' worth of housing land.
2. Housing Delivery Test ('HDT'): Housing Delivery Test ('HDT'): The HDT published by the Government each year sets out the percentage of net new homes that have been delivered in a local authority area when measured against that authority's housing requirement, over a rolling three-year period. For 2019 the council achieved a score of 37% and 36% for 2020; It is clear that housing delivery is significantly lagging behind the housing requirement. It is in that context together with the new changed focus in the NLP on the 'incremental' potential and cumulative delivery that the benefits of every single additional unit contribution to housing delivery ought to be assessed in the overall planning balance. This is a material consideration to be taken into account.