Barking and Dagenham Council
Development Control Board

Date: 23 April 2018

Application No: 17/02111/FUL

Ward: Thames Ward

Reason for Referral to DCB as set out in Part 2, Chapter 9 of the Council Constitution:
The proposed development is a major development which is of a scale and importance that should be determined at DCB.

Address: Merrielands Development Site, Merrielands Crescent, Dagenham

Development:
Erection of one x 9 storey building and one x 10 storey building to provide 325 residential units (2 x studio flats, 81 x one bed flats, 240 x two bed flats and 2 x 3 bed flats), 1514m2 (GIA) of commercial floorspace (Use Class A1/A3) together with new hard and soft landscaping, childrens playspace, car parking and access arrangements and other associated works.

Applicant: Friends Life Ltd

Contact Officer: Nelupa Malik

Title: Principal Development Management Officer

Contact Details:
Tel: 020 8227 3888
E-mail: nelupa.malik@befirst.london

Summary:

Barking and Dagenham is London’s Growth Opportunity. Building on the recommendations of the independent Growth Commission Report the Borough Manifesto sets out the potential to deliver the borough’s potential for 50,000 new homes and 20,000 new jobs in a way which benefits everyone and ensures no one is left behind. The borough’s growth potential is reflected in the draft London Plan which increases the borough’s annual housing supply target from 1236 to 2264. Most of the borough’s potential for new housing is in the London Riverside Opportunity Area within which this site sits. The draft London Plan increases the potential for new homes and jobs within the London Riverside Opportunity Area to 29,000 jobs and 44,000 homes. This site is within the London Riverside Opportunity Area and its successful development will be important in delivering sustainable growth and achieving these housing targets.

The application site comprises a vacant parcel of land located immediately to the south of Merrielands Retail Park/Merrielands Crescent, west of Chequers Lane and north of Orion Park which is a business park comprising a number of large scale employment uses.

The application site is a rectangular shaped plot of land measuring some 1.65 hectares in area and forms part of the wider South Dagenham area which is one of the major growth areas for future development within the Borough as identified in the Site Specific Allocations Development Plan Document. The site also forms part of the London Riverside Opportunity Area and is also a Key Regeneration Area as set out in policies 2.13 and 2.14 of the London Plan Opportunity Areas are identified on the basis that they are capable of accommodating substantial new jobs or homes together with appropriate
provision of other uses such as local shops, leisure facilities and schools, health and social care facilities and services. The principle of a mixed use development is considered acceptable and compliant with the Council’s vision for South Dagenham.

The development proposes the erection of one x 9 storey building and one x 10 storey building to provide 325 residential units (2 x studio flats, 81 x one bed flats, 240 x two bed flats and 2 x 3 bed flats), 1514m2 (GIA) of commercial floorspace (Use Class A1/ A3) together with new hard and soft landscaping, children’s playspace, car parking and access arrangements and other associated works.

The development would provide 116 sub-market units equating to 35% of the total provision. 55 of these units would be affordable rent set at London Affordable Rent levels whilst 61 units would be shared ownership with an initial equity of 25% of market value. This would be in accordance with the London Plan and the Mayor’s Supplementary Planning Guidance on Affordable Housing.

All the residential units have been designed in accordance with the London Plan minimum space standards. The development includes 34 wheelchair accessible units and this is in keeping with the minimum 10% required by the London Plan.

The development would provide private balconies for the development which have been designed to the standards set out in the Mayor of London’s Supplementary Planning Guidance (SPG) for Housing. The proposal will also provide designated children’s playspace areas measuring 709m2 in area which exceeds the standards set out in the Mayor of London’s Play and Recreation SPG, and communal amenity areas comprising landscaped courtyards and roof terraces

The scale, form and massing of the proposed development is considered to be acceptable and the design of the development would be attractive and welcoming comprising a mixture of light and dark grey bricks, recessed balconies with a mixture of glazed panels or railings for balustrades and inset timber style panelled walls forming window surrounds. The ground floor retail units will comprise a curtain walling system to complement the upper floor residential elements.

It is not considered that the development would result in any material loss of light, outlook or privacy detrimental to the living standards and amenities enjoyed by neighbouring occupiers.

The site has a PTAL (Public Transport Accessibility Level) of 3 out of 6 where 6 is excellent and therefore has a moderate PTAL rating. The development would provide 127 residential car parking spaces equating to a ratio of 0.38 per dwelling. This is considered to be acceptable and in accordance with the London Plan. Included within the car parking provision are 34 accessible car parking spaces which equates to 27% of the total parking provision. There will be no significant impact on the local highway network as a result of the development.

The proposed development is anticipated to achieve a 51.51% reduction in carbon dioxide emissions beyond Part L of the Building Regulations 2013. The London Plan requires that new residential developments are zero carbon. However, if this cannot be achieved then it is acceptable to provide a 35% reduction in emissions on site with the shortfall off-set through a cash in lieu contribution. The shortfall in carbon dioxide reduction will be offset through a monetary contribution which will be secured via a s106 agreement.
One response has been received to the consultation exercise from Halfords at Unit 2 Merrielands Retail Park. The concerns raised relate to construction traffic and vehicles. These matters however can be addressed via a construction management plan which will be secured through a condition.

Overall the proposal is considered to be a well designed scheme which will deliver a good mix of homes for sale, shared ownership and at affordable rents. It complies with the relevant policies contained in the Local Plan, the London Plan and the National Planning Policy Framework.

**Recommendation:**

That the Development Control Board grant planning permission subject to a S106 Agreement to secure:

- A commitment to provide 116 sub-market units (35%) of which 55 Units would be at affordable rent and 61 units being Intermediate Tenure Units.
- A requirement for an affordable housing plan which gives priority to those who live or work in the Borough.
- A requirement for a Private for Sale Marketing Strategy which prevents the purchase of more than one unit by any purchaser for a period of six months from the date of the sales launch.
- A requirement for an early stage viability review if the development has not been substantially implemented within two years of planning permission being granted.
- A commitment to local labour/local supply so that residents and businesses in the Borough will benefit from the proposed development;
- A contribution of £115 per unit towards Employment and Skills.
- Carbon offset payment.
- A requirement that the developer enters into a S38/S278 Highways Agreement to undertake alterations to the public highway in respect of this development which shall include the provision of new pedestrian crossings, improvement to the junction of Chequers Lane with Merrielands Crescent and implementation of the approved landscaping and public realm improvements;
- Car Club Membership
- Payment of the Council’s legal and professional fees incurred in connection with the drafting and sealing of the Section 106 legal agreement.

and the following conditions:

1) The development permitted shall be begun before the expiration of three years from the date of this permission.
   
   **Reason:** To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2) The development hereby permitted shall be carried out in accordance with the following approved plans;

   PL_001 Rev A
   PL_002 Rev A
   PL_003 Rev B
   PL_004 Rev B
Reason: For the avoidance of doubt and in the interests of proper planning.

3) Following the first occupation of the ground floor mixed use commercial space any further changes of use of this space specifically permitted by this permission must be carried out within a period of 10 years from the date of this permission.

Reason: To accord with the provisions of Class V, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015.

4) No above ground development shall take place until details/samples of all materials to be used in the construction of the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved materials.

Reason: To protect or enhance the character and amenity of the area in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

5) No development above ground level shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping for the site which shall include indications of all existing trees, shrubs and hedgerows on the site and details of those to be retained.

Reason: To safeguard and improve the appearance of the area in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document and Section 197 of the Town and Country Planning Act 1990.

6) The landscaping scheme as approved in accordance with condition No. 5; shall be carried out in the first planting and seeding seasons following the occupation of any of the buildings or completion of the development, whichever is the sooner. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation.

Reason: To secure the provision and retention of the landscaping in the interests of the visual amenity of the area and in accordance with Policy BP11 of the Borough Wide Development Policies Development Plan Document and Section 197 of the Town and Country Planning Act 1990.

7) No development above ground level shall take place until a scheme showing those
areas to be hard landscaped and the details of that hard landscaping have been submitted to and approved in writing by the Local Planning Authority. The scheme as approved shall be carried out prior to the occupation of the development and thereafter permanently retained.

Reason: To safeguard and improve the appearance of the area in accordance with Policy BP11 of the Borough Wide Development Policies Development Plan Document.

8) No development above ground level shall take place until detailed design for the children’s playspace areas including details of how these areas will be separated and secured from the car parking areas, have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details prior to the occupation of the development and thereafter permanently retained.

Reason: To safeguard and improve the appearance of the area and to provide children’s playspace in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document and Policy 3.6 of the London Plan.

9) There shall be no occupation of the development until the proposed hard landscaping treatment and retail car parking spaces that fall outside the application site boundary as indicated on drawing number PL 006 Rev B have been implemented and shall thereafter be retained as such unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the development is implemented in accordance with the submitted application and to comply with Policy BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

10) The car parking areas indicated on drawing No: PL_003 Rev B; shall be constructed and marked out prior to the occupation of the development, and thereafter retained permanently for car parking purposes for occupiers and visitors to the premises and not used for any other purpose.

Reason: To ensure that sufficient off-street parking areas are provided and not to prejudice the free flow of traffic or conditions of general safety along the adjoining highway in accordance with Policy BR9 of the Borough Wide Development Policies Development Plan Document.

11) No development above ground level shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the position, design, materials and type of boundary treatment to be erected. No part of the development shall be occupied until the approved boundary treatment for that part has been provided. The approved boundary treatment shall be retained unless the Local Planning Authority gives prior written approval for its removal.

Reason: To ensure the boundary treatment protects or enhances the character and amenity of the area in accordance with Policy BP11 of the Borough Wide Development Policies Development Plan Document.
12) An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

a. a survey of the extent, scale and nature of contamination;
b. an assessment of the potential risks to:
   i. human health,
   ii. property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
   iii. adjoining land,
   iv. groundwaters and surface waters,
   v. ecological systems,
   vi. archaeological sites and ancient monuments;
c. an appraisal of remedial options, and proposal of the preferred option(s).

d. This must be conducted in accordance with DEFRA and the Environment Agency’s 'Model Procedures for the Management of Land Contamination, CLR 11'.

13) A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

14) The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

15) Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

16) In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition 12 and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition 13 which are subject to the approval in writing of the Local Planning Authority.

17) Following completion of measures identified in the approved remediation scheme a
verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason for conditions 12-17: Contamination must be identified prior to commencement of development to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with Policy BR5 of the Borough Wide Development Policies Development Plan Document and Policy 5.21 of the London Plan.

18) Demolition and construction work and associated activities other than internal works not audible outside the site boundary are only to be carried out between the hours of 08:00 and 18:00 Monday to Friday and 08:00-13:00 Saturday with no work on Sundays or public holidays. Any works which are associated with the generation of ground borne vibration are only to be carried out between the hours of 08:00 and 18:00 Monday to Friday. Demolition and construction work and associated activities are to be carried out in accordance with the recommendations contained within British Standard 5228:2009, "Code of practice for noise and vibration control on construction and open sites". Parts 1 and 2.

Reason: To ensure that the proposed demolition and construction work does not cause undue nuisance and disturbance to neighbouring properties at unreasonable hours and in accordance with Policy BP8 of the Borough Wide Development Policies Development Plan Document.

19) The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the local planning authority. Those details shall include:

   a. A design that is compliant with the national Non-Statutory Technical Standards for SuDS, National Planning Policy Framework and Ministerial Statement on SuDS.

   b. Evidence that the proposed solution will effectively manage the 1 in 30 and 1 in 100 (+CC% allowance for climate change storm events), during all stages of the development (pre, post and during), with discharge rates being restricted as close to 50% of the existing site runoff rate.

   c. Details of management and maintenance regimes and responsibilities.

   d. A construction phase plan detailing how the drainage elements will be protected during construction.

   e. Long and cross sections of each SuDS Element.

   f. A finalised drainage layout plan that details pipe levels, diameters and asset locations.

Reason: A surface water drainage scheme for the site is required prior to the commencement of development to prevent an increased risk of flooding and to prevent pollution of the water environment and in accordance with policy BR4 of the Borough Wide Development Policies Development Plan Document.

20) The development hereby approved shall not be occupied until a refuse management plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved management plan shall be
implemented in accordance with the approved details.

Reasons: To provide for the satisfactory removal of refuse in the interest of the site and locality and to protect the amenity of future occupiers and in accordance with Policies BP8, BP11 and BR15 of the Borough Wide Development Policies Development Plan Document.

21) Before any works hereby permitted are commenced and until all such works are completed:

a) all trees to be retained shall be protected by secure, stout exclusion fencing erected at a minimum distance equivalent to the branch spread of the trees and in accordance with BS.5837;

b) any works connected with the approved scheme within the branch spread of the trees shall be by hand only. No materials, supplies, plant or machinery shall be stored, parked or allowed access beneath the branch spread or within the exclusion fencing. Any trees that are damaged or felled during construction work must be replaced with semi mature trees of the same or similar species.

Reason: To ensure that retained trees are identified prior to the commencement of development and adequately protected during the construction phase in accordance with Policy CR2 of the Core Strategy and policies BR3 and BP11 of the Borough Wide Development Policies Development Plan Document and Section 197 of the Town and Country Planning Act 1990

22) No development shall be carried out until a method statement identifying the root protection areas of all trees on and around the site, and giving details of any works to be carried out within the root protection areas of the trees and the method to avoid damage to the trees during these works has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that retained trees are adequately protected during the construction phase in accordance with Policy CR2 of the Core Strategy and policies BR3 and BP11 of the Borough Wide Development Policies Development Plan Document and Section 197 of the Town and Country Planning Act 1990

23) A nesting bird survey should be carried out by a suitably qualified ecologist no more than 2 days prior to commencement of the development. If nesting birds are found i) works should be delayed until the nesting season is over and the fledglings have left the area and ii) a strategy should be agreed with the Local Planning Authority to ensure the nesting birds are not disturbed by any other works taking place on the site.

Reason: The survey is required prior to commencement of the development to protect the ecology of the area as nesting birds may be present on the site and in accordance with Policy CR2 of the Core Strategy, Policy BR3 of the Borough Wide Development Policies Development Plan Document and policy 7.19 of the London Plan.

24) No development above ground level shall take place until a lighting management strategy that sets out measures to limit unnecessary illumination levels and mitigate bat and other nocturnal species disturbance has been submitted to and approved in
writing by the Local Planning Authority. The development shall be implemented in accordance with the approved lighting management strategy and thereafter retained as such.

Reason: A lighting management strategy is required in order to protect the nature conservation value of the site and protect the night sky from extraneous illumination in accordance with Policy BR3 of the Borough Wide Development Policies Development Plan Document.

25) The development shall not be occupied until bird nesting and bat roosting boxes have been installed on the building or in any trees on the site in accordance with details which shall have been submitted to and approved in writing by the Local Planning Authority. The details shall accord with the advice set out in "Biodiversity for Low and Zero Carbon Buildings: A Technical Guide for New Build" (Published by RIBA, March 2010) or similar advice from the RSPB and the Bat Conservation Trust.


26) No development above ground level shall take place until a detailed scheme for living roofs has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented to the satisfaction of the Local Planning Authority.

Reason: To protect and enhance the biodiversity of the site and contribute towards sustainable drainage in accordance Policy BR3 of the Borough Wide Development Policies DPD (March 2011).

27) Prior to the commencement of the development a Construction Logistics Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall be designed to minimise deliveries of materials and export of any waste materials within the times of peak traffic congestion on the local road network. The Plan shall be implemented in accordance with the approved details and thereafter maintained.

Reason: The Construction Logistics Plan is required prior to commencement of development in order to minimise the impact of construction on the free flow of traffic on the local highway network and in the interests of highway safety, and in accordance with policy BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.3 of the London Plan.

28) No development above ground level shall take place until a Delivery and Servicing Plan to incorporate details of deliveries to the site, including size of vehicle, routing of deliveries, and times of deliveries shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall also include details as to how drop-off and small deliveries to the residential units would be managed. The Plan shall be adhered to thereafter unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to minimise the impact of the development on the local highway
network and traffic congestion and in accordance with policy BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.3 of the London Plan.

29) The development hereby permitted shall not be occupied until there has been submitted to and approved in writing by the Local Planning Authority a Travel Plan for the site which shall include proposals for minimising car-borne travel and encouraging walking, cycling and the use of public transport. The Travel Plan shall include details of funding, implementation, monitoring and review. The approved Travel Plan shall be implemented and monitored in accordance with the approved scheme.

Reason: In order to encourage the use of sustainable transport and in accordance with policy BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.1 of the London Plan.

30) No development above ground level shall take place until a Car Parking Design and Management Plan for the allocation, management and enforcement of the car parking spaces for the development has been submitted to and approved by the Local Planning Authority. The plan shall also include measures to provide accessible parking spaces for the retail units. The Plan should also include details of how initial and future provision of provision of Blue Badge parking will be managed and enforced. The development shall be implemented in accordance with the approved plan and thereafter retained as such.

Reason: To ensure that an appropriate level of off-street parking areas is provided and managed appropriately and not to prejudice the free flow of traffic or conditions of general safety along the adjoining highway in accordance with BR9 of the Borough Wide Development Policies Development Plan Document.

31) The approved development shall make provision for cycle parking in accordance with a scheme that shall have been previously submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to the occupation of the development and thereafter retained permanently for the accommodation of bicycles of occupiers and visitors to the premises and not used for any other purpose.

Reason: In the interests of promoting cycling as a sustainable and non-polluting mode of transport and in accordance with policy BR11 of the Borough Wide Development Policies Development Plan Document.

32) A minimum of 10% of the residential units provided shall be constructed to, or capable of easy adaptation to, Building Regulations Optional Requirement Approved Document M4(3) Category 3: (Wheelchair user dwellings) (2015 edition). Evidence of compliance shall be notified to the building control body appointed for the development in the appropriate Full Plans Application, or Building Notice, or Initial Notice to enable the building control body to check compliance.

Reason: To ensure that sufficient accessible housing is provided in accordance with policy 3.8 of the London Plan.

33) Before occupation 90% of the dwellings shall comply with Building Regulations
Optional Requirement Approved Document M4(2) Category 2: Accessible and adaptable dwellings (2015 edition). Evidence of compliance shall be notified to the building control body appointed for the development in the appropriate Full Plans Application, or Building Notice, or Initial Notice to enable the building control body to check compliance.

Reason: To ensure that accessible housing is provided in accordance with policy 3.8 of the London Plan.

34) No development shall take place until a stage 1 written scheme of investigation (WSI) in respect of a programme of archaeological work has been submitted to and approved by the Local Planning Authority in writing. For land that is included within the WSI, no 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.

If heritage assets of 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 within the stage 2 WSI, no demolition/development shall take place other than in accordance with the agreed stage 2 WSI which shall include:

A. 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

B. The programme for post-investigation assessment and subsequent analysis, publication & 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: A stage 1 written scheme of investigation is required prior to the commencement of the development to ensure that archaeological investigation is initiated at an appropriate point in the development process, any areas of archaeological preservation are identified and appropriately recorded/preserved in accordance with Policy BP3 of the Borough Wide Development Policies DPD.

35) Electric charging points shall be provided for 58 of the car parking spaces shown on drawing number PL_003 Rev B. The spaces shall be constructed and marked out and the charging points installed prior to the occupation of the development, and thereafter retained permanently for car parking purposes of vehicles of occupiers and visitors to the premises and not used for any other purpose.

Reason: To encourage the use of electric cars in order to reduce carbon emissions, and in accordance with Policy BR10 of the Borough Wide Development Policies Development Plan Document and Policy 6.13 of the London Plan.

36) With the exception of any roof mounted antennae or satellite dish designed for communal use by the occupiers of each development block, no antennae or satellite dishes shall be placed on any elevation of the buildings hereby approved unless previously approved in writing by the Local Planning Authority.

Reason: To safeguard the external appearance of the buildings in accordance with
37) No development above ground level shall take place until a scheme showing the provisions to be made for external lighting, CCTV coverage, access control, and any other measures to reduce the risk of crime, have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented. Thereafter the approved measures shall be permanently retained unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to provide a good standard of security to future occupants and visitors to the site and to reduce the risk of crime in accordance with Policy BP11 of the Borough Wide Development Policies Development Plan Document.

38) The development hereby permitted shall achieve as a minimum a 35% reduction in carbon dioxide emissions over Part L of the Building Regulations (2013) and in accordance with the submitted energy strategy; CHB Sustainability 4 Acre Holding South of Merrielands, Dagenham Energy Statement – CHBS-PB-17031-1-A.

Reason: To ensure compliance with the proposed energy strategy in accordance with Policy 5.2 of the London Plan and Policy BR2 of the Borough Wide Development Policies Development Plan Document.

39) The commercial units shall ensure that they achieve a BREEAM ‘Very Good’ rating in accordance with measures outlined in the submitted ‘CHB Sustainability; 4 Acre Holding South of Merrielands, Dagenham BREEAM Pre-Assessment Report dated 6th December 2017, report reference: CHBS-OT-17031-2’.

Reason: To ensure that the proposed development is constructed in an environmentally sustainable manner and in accordance with policy CR1 of the Core Strategy, policies BR1 of the Borough Wide Development Policies DPD and policy 5.3 of the London Plan.

40) No development above ground level shall take place until full shopfront details for all the commercial units have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details and thereafter retained as such unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the elevations of the commercial units are sympathetic to the character of the residential architecture above and in accordance with Policy BP11 of the Borough Wide Development Policies Development Plan Document.

41) 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 in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be in close proximity to underground sewerage
utility infrastructure and has the potential to impact on this infrastructure and in accordance with Policy CR4 of the Core Strategy.

42) No development shall take place above ground level until a scheme of works to provide pedestrian links from the application site across to Merrielands Retail Park, the Asda Superstore and north to the junction of Chequers Lane and the A1306 has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved works have been carried out.

Reason: To ensure that the development provides satisfactory pedestrian infrastructure in the interest of pedestrian and vehicular safety in accordance with Policy BR10 of the Borough Wide Development Policy Development Plan Document.

43) Details of the proposed solar photovoltaic panels generating equipment shall be submitted to and approved in writing by the Local Planning Authority before the commencement of any work above ground level. The equipment shall be installed before the development is occupied and shall be permanently maintained so as to provide energy for the development on a day-to-day basis for as long as the development remains.

Reason: In the interests of safeguarding the environment, to ensure that the development provides renewable energy in accordance with Policy BR2 of the Borough Wide Development Policies Development Plan Document and policy 5.2 of the London Plan.

44) A fire statement shall be submitted and approved in writing by the Local Planning Planning Authority before the commencement of any work above ground level. The fire statement shall be produced by an independent third party suitably qualified assessor which shall detail the buildings construction, methods, products and materials used; the means of escape for all building users including those who are disabled or require level access together with the associated management plan; access for fire service personnel and equipment; ongoing maintenance and monitoring and how provision will be made within the site to enable fire appliances to gain access to the building. The development shall be carried out in accordance with the approved details.

Reason: In order to provide a safe and secure development in accordance with Policy CP3 of the Core Strategy (July 2010).

1. Introduction and Description of Development

1.1 The application site comprises a vacant parcel of land located immediately to the south of the Merrielands Retail Park/Merrielands Crescent, west of Chequers Lane and north of Orion Park which is a business park comprising a number of large scale employment uses.
1.2 The site is broadly rectangular in shape, covering some 1.65 hectares (approximately 4.07 acres). The site is predominately hard surfaced and has been vacant for a substantial period of time having previously been used by Ford Motor Company holdings. 3 Whitebeam trees are located in the southern eastern corner of the site which are covered by Tree Preservation Orders (TPO). Immediately to the south of the application site is an electrical substation servicing the locality. There are no proposals for this to be removed as part of the application.

1.3 This application seeks planning permission for the erection of one x 9 storey building and one x 10 storey building to provide 325 residential units (2 x studio flats, 81 x one bed flats, 240 x two bed flats and 2 x 3 bed flats), 1514m2 (GIA) of commercial floorspace (use Class A1/A3) together with new hard and soft landscaping, children’s playspace, car parking and access arrangements and other associated works. The commercial floorspace will be divided into 8 units.

2. Background

2.1 Application 14/00966/OUT – Outline planning permission granted on the application site in April 2015 granted in April 2015 for the demolition of existing buildings and redevelopment of site to provide 4,097 sq.m. retail (Class A1) uses at ground floor level with 149 dwellings (Class C3) above together with ancillary structures, formation of new access points, 262 car parking spaces and installation of new services.

2.2 The following applications approved on neighbouring land are also of interest;

2.3 Planning Application 11/00399/OUT – Outline planning permission was granted in March 2012 for the erection of 38,090 sq.m of commercial floorspace (use Class B1, B2 and B8) together with a new access road south of Merrielands Crescent and vehicular and pedestrian accesses, car and cycle parking together with associated landscaping. This application relates to the site of Orion Park which was built out by AXA.

2.4 Planning Application 11/00707/FUL – Planning permission was granted in March 2012 for the erection of a four storey hotel and part single/part two storey public house/restaurant with associated access, car parking and landscaping. This scheme was built out by Whitbread and forms the Premier Inn hotel and Brewers Fayre public house/restaurant.

3. Consultations

3.1 Adjoining Occupiers/Press and Site Notices

One response was received from the Management Surveyor for Halfords Ltd who trade at Unit 2 Merrielands Retail Park. Whilst Halfords do not object to the proposal, they do have concerns regarding the potential impact on the retail park units during the construction period for the development. There are concerns that contractors on the site may opt to use the retail park’s car park rather than park on the site.

Officer Note: The concerns raised by Halfords can be addressed via the imposition of a construction logistics plan and construction management plan.
3.2 Greater London Authority (GLA) (incorporating Transport for London’s (TfL) comments)

The Mayor’s Stage 1 response has highlighted the following key issues and concerns which the GLA consider need to be addressed prior to the application being referred back to the Mayor for a Stage 2 response could lead the application becoming compliant with the London Plan and the draft London Plan.

Principle of Development

The proposed scheme would provide 327 homes, which equates to 14% of the annual housing target for Barking and Dagenham set out in the draft London Plan. The increase in housing targets identified in the draft London Plan evidences the continued need for housing in the Borough. Taking into account the site’s planning history, its location within the London Riverside Opportunity Area and its allocation as an area for housing growth in the Council’s Site Specific Allocations document, the principle of high density, residential-led mixed used development is strongly supported in principle.

Affordable Housing

The applicant is proposing 116 affordable homes, equating to 35% both by unit and by habitable rooms; this is strongly supported and responds positively to the threshold level set out in draft London Plan Policy H6 and Mayor’s Affordable Housing and Viability SPG. Of these 116 affordable homes, 55 (47%) are proposed to be affordable rent and 61 (53%) are proposed to be intermediate. The proposed tenure split, which secured a minimum of 30% low cost rent and 30% intermediate is supported in accordance with Policy H7 of the draft London Plan.

The applicant must confirm the type of intermediate units proposed, the rent level or income threshold proposed for these units and whether the affordable rented units are to be at London Affordable Rent or at social rent levels.

To ensure that the scheme qualifies for the Fast Track route, as set out in draft London Plan H6 and the Mayor’s Affordable Housing and Viability SPG, the applicant must confirm the tenure and affordability set out above and seek to increase the level of affordable housing above 35% through accessing grant.

Under the Fast Track Route, the S106 agreement must include an early stage viability review mechanism to be triggered if an agreed level of progress on implementation has not been made within two years of any planning permission. If the proposals cannot be assessed under the Fast Track Route, a late stage review will also be required and secured within the S106.

Housing Mix

The scheme proposes 327 units in total. Of the total development, 75% of units are two bedrooms and, when considering affordable units only, this figure is 70%. Whilst it is acknowledged that paragraph 4.12.2 of the draft London Plan notes that many families live in two-bedroom, the scheme does not provide any 3-bedroom units suitable for larger families. Given the site’s location and moderate transport accessibility, the provision of affordable family units should be fully investigated.
Children's Playspace

The scheme is expected to yield 66 children, as calculated using the Mayor’s Playspace calculator which accompanies the Play and Recreation SPG, and therefore triggers a requirement for 662 sq.m of designated playspace. The applicant must confirm the square meterage of the playspace and must provide detailed design for this space, with particular importance on understanding how the playspace is separated and secured from the car park.

Urban Design

The dominance of surface car parking to the rear of the site and along the Messina Way frontage raises significant concern as it detracts from the ability to create a strong residential environment at ground floor level. The applicant must therefore explore opportunities to reduce the number of car parking spaces to both reduce car dependency and to reduce the dominance of car parking spaces within the urban realm, particularly around the western block. Simultaneously, the applicant must priorities pedestrian routes across the site, including confirming whether the internal access road is a shared space.

Residential Quality

The scheme is generally designed to ensure good residential quality throughout; there are no north-facing single aspect units, there are a significant number of dual aspect units and all units meet or exceed the minimum space standards. The applicant must confirm that each unit will have access to 5 sq.m of private amenity space for each 1-2 person dwellings, with an additional 1 sq.m for every occupant beyond this.

There are several single storey, single aspect ground floor units within blocks C and D that look out directly onto the internal road; given the number of car parking spaces proposed, and the single access road to the parking spaces, it is considered this would significantly affect residential quality. The applicant must explore the opportunities to insert duplexes or remove these units.

The applicant must confirm how the first-floor private garden space within blocks A, B and C is accessed. In addition, detailed landscaping proposals must be provided for each of the landscaped gardens and podiums.

Architecture, Form and Massing

The massing, heights arrangement and colour palette is supported. The intention to pursue a simple building appearance is welcomed; however, further details on the façade treatment and cladding of the buildings are required to ensure that a high quality is achieved. The applicant should provide a fully rendered set of townscape views to demonstrate how the scheme will respond positively to its existing and emerging context.

Further work is required on the ground floor façade along Merrielands Crescent to ensure that the retail units are differentiated from, but sympathetic to, the residential architecture above; this would also remove the need for the oversized signage, as presently proposed. Full shopfront details should be reserved by condition to ensure a consistent quality along this elevation.
Inclusive Design

The scheme provides 34 wheelchair accessible dwellings, which is approximately 10% of the total number of dwellings proposed. The provision of 34 accessible units, distributed throughout the building is supported and must be secured by condition.

Energy

The applicant has broadly followed the energy hierarchy; however, further information is required before the proposals can be considered compliant with London Plan Policy 5.9 and draft London Plan Policy S12. In terms of ‘be lean’, an overheating analysis; updated modelling to be representative of the development; and further details on the DER sheets are required.

For the ‘be clean’ element, the applicant must confirm that a site wide heat network will be proposed and must provide details. Further information on the Combined Heat and Power network is also required. For ‘be green’, the applicant has confirmed that PV panels will be installed but must provide a roof layout to show their locations.

Transport

A financial contribution of £225,000 is required towards mitigating the impact of the development on Ripple Road (A1306), Chequers Lane, New Road (A1306) and Heathway (A1240); this will be used to provide mitigation measures and provide additional resilience to the bus timetable, including maintaining the current frequency of service. Furthermore, the improvement to this junction will allow the future use of Goresbrook Road as a bus link, which forms part of TfL’s Bus Priority programme.

A total of 164 car parking spaces are proposed, which accords with London Plan Policy 3.13 and draft London Plan Policy T6.1. The 14 car parking spaces proposed for the retail unit also comply with London Plan Policy. Notwithstanding this, given the predominance of car parking on the site and the impact this has on the successful integration of the site with its surroundings, the applicant should seek to reduce the number of car parking spaces and also limit their visibility through design measures. A car parking design and management plan must be provided and secured by condition, which must detail how initial and future provision of Blue Badge parking will be managed and enforced.

The applicant must provide 611 long stay cycle parking spaces and 9 short stay spaces for the residential units and 5% of all spaces should be suitable for non-standards bike such as cargo bikes, accessible bikes and trikes. In terms of retail cycle parking there should be provision for 9 long stay spaces and 43 short stay cycle parking spaces.

The Travel Plan must be secured, enforced, monitored and reviewed as part of the S106 agreement.

The provision of a detailed construction logistics plan and a delivery and servicing plan must also be secured by condition. These reports should demonstrate how the commercial units will be serviced as well as how drop-off and small deliveries to the residential units would be managed.
Officer Note: The applicant has confirmed to the GLA details of the type of intermediate units proposed, the rent levels and income threshold proposed for the development. The applicant has also expressed a commitment to seeking grant to increase the affordable housing offer.

The level of off-street car parking spaces for the residential element has been reduced from 164 spaces to 127 spaces for the residential units.

The scheme has been amended to address concerns raised with regards to the two ground floor single aspect units in Blocks C and D. The development now proposes 325 units subsequent to these amendments.

An updated energy strategy has been submitted incorporating the additional information sought by the GLA.

Matters relating to family housing, cycle and car parking are discussed in the main body of this report.

TfL have withdrawn their request for the £225,000 contribution as the proposed development does not push the nearby junctions or buses over capacity. Therefore, the contribution is not required to make the development acceptable in planning terms.

Matters relating to family housing, cycle and car parking are discussed in the main body of this report.

The suggested conditions have been added

3.3 Transport Development Management

The Transport Development Management team agree in principle with the aim to change the status of this part of Merrielands Crescent from an industrial estate access road to a more inclusive high street environment design and this will require the permanent closure and reinstatement of the redundant vehicle crossovers.

Full details could be provided as part of the detailed design including the provision of informal or controlled crossings with tactile paving provision that would be subject to a Section 38 and 278 Agreement and technical approvals, secured by condition.

However, only some of the improvements which are necessary to provide this type of design are shown. Pedestrian facilities should be identified on an indicative plan submitted with the application showing a safe route to the local amenities with controlled and uncontrolled crossing points strategically located and marked along Merrielands Crescent and at its roundabout.

To justify any change in the road width, swept paths will need to be provided to demonstrate the access/egress points along its northern edge and to the rear of the retail units can still be used safely.

Loading bays would be acceptable with the appropriate restrictions and if any additional on-street parking is still desirable this should be designed for electric vehicle charging points and accessible bays. The plan included within the Transport
Assessment showing the proposed extent of the works doesn’t cover all these aspects or achieve the desired outcome of a more inclusive street environment and in our view is not acceptable.

**Officer Note:** Transport matters are discussed in the main body of this report.

### 3.4 Access Team

A number of comments and recommendations have been made with regards to door widths, requirement for colour contrasted hand rails, step nosings, décor and signage and the number of accessible car parking spaces.

**Officer Note:** These comments and recommendations have been forwarded to the agents who have advised that the recommendations made will be incorporated at the implementation stage of the development.

### 3.5 Environmental Protection Team

A comprehensive report covering matters relating to noise, air quality, odour from any extract systems(s) serving commercial kitchen(s), site contamination, light pollution and construction phase impacts has been provided. However the Environmental Protection Team has no objections to the proposal subject to recommended conditions being imposed.

**Officer Note:** Suggested conditions will be imposed.

### 3.6 Historic England

Appraisal of this application using the Greater London Historic Environment Record and information submitted with the application indicates the need for field evaluation to determine appropriate mitigation.

However, although the NPPF envisages evaluation being undertaken prior to determination, in this case consideration of the nature of the development, the archaeological interest and/or practical constraints are such that it is considered that a condition could provide an acceptable safeguard. A condition is therefore recommended to require a two-stage process of archaeological investigation comprising: first, evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation.

**Officer Note:** Suggested condition will be imposed.

### 3.7 London Fire and Emergency Planning Authority

Access to the commercial units should comply with Approved Document B, Volume 2 of The Building Regulations.

As the residential blocks will all require fire mains, access to the mains should comply with 16.6 of the above document.

Blocks with a floor level over 18m above ground level will require fire fighting shafts.
Officer Note: The above comments have been forwarded to the agents who have confirmed that the recommendations will be incorporated at the detailed design stage. Members are also advised that the applicants will also be incorporating sprinklers into the development.

3.8 Environment Agency

Although the site is located within Flood Zone 3 and is protected to a very high standard by the Thames Tidal flood defences up to a 1 in 1000 (0.1%) chance in any year. However, our flood modelling show that it is at risk if there was to be a breach in the defences or they were to be overtopped.

This proposal does have a safe means of access and/or egress in the event of flooding from all new buildings to an area wholly outside the floodplain.

To improve flood resilience, we recommend that, where feasible, finished floor levels are set above the 2100 breach level which is 2.606m AOD.

The Environment Agency have no objections to the proposed development.

3.9 Drainage and Flooding Team

There is no objection to how the fluvial flood risk is managed within the site as set out in the submitted flood risk assessment. However further information is required regarding the surface water management of the site. This is to be secured by condition.

Officer Note: Suggested condition will be imposed.

3.10 Designing Out Crime Officer

The project has the potential to achieve a Secured by Design Gold Award & Commercial Award.

Officer Note: The above comments have been forwarded to the agents. Matters relating to Secured by Design can be addressed via the imposition of a suitable condition.

3.11 Thames Water

With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required.

There are public sewers crossing or close to the development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where
the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer.

Thames Water would advise that with regard to sewerage infrastructure capacity, we would not have any objection to the above planning application.

A Trade Effluent Consent will be required for any Effluent discharge other than a 'Domestic Discharge'.

Surface water disposal to follow The Mayor of London Drainage Hierarchy.

**Officer Note:** The above comments have been forwarded to the agents and the suggested condition will be imposed.

3.12 Transport for London (TfL)

TfL comments have been incorporated into section 3.2 above.

3.13 Refuse Team

The bin pull distance for operatives in the blocks exceeding 20 metres are recommended to be reduced by our refuse team. Due to operational efficiency, it is not advisable to use the threshold distance of 25 metres for large developments where the number of bins are high.

The bin pull pathway for Block E shows a slope from the bin store to the collection point. For all developments with Euro bins, the bin pull path should have a hard, smooth and continuous surface with a minimum width of 2 metres. In the event of a slope, the gradient on the bin pull path should always fall away from the bin store to the collection point and not be greater than 1:12 due to health and safety requirements.

**Officer Note:** The above comments have been forwarded to the agents. It is considered however that details relating to refuse management can be secured through the imposition of a condition requiring a refuse management plan.

4. Local Finance Considerations

4.1 The proposed development would be liable for the Mayoral Community Infrastructure Levy (CIL) at a rate of £20 per square metre (index linked from 2012) and the Borough CIL at a rate of £10 per square metre (index linked from 2015) for the residential floorspace. For the commercial floorspace the rate would be £20 per square metre for Mayor’s CIL and £10 per square metre for the Borough’s CIL.

4.2 The Mayoral CIL payable for this development would be £872,765.27. The Borough CIL payable would be £363,040.10 for the residential use and between £18,580.78 - £325,163.73 for the commercial uses.

5. Equalities Considerations

5.1 Overall the Council’s decision is made with due regard to the impact (positive and negative) of the proposals on members of the community who share a characteristic protected under the Equality Act 2010. The protected characteristics are age,
disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Of particular note conditions are proposed to ensure that all units are accessible and adaptable, with 34 units having a layout and size specifically enabling ease of use by a wheelchair user. In addition the Mayor of London’s Children Playspace standards are exceeded.

6. Analysis

6.1 Principle of Development

6.1.1 At the regional level, South Dagenham is identified within the London Plan as forming part of the London Riverside Opportunity Area (Policy 2.13) and is also a Key Regeneration Area (Policy 2.14). Opportunity Areas are identified on the basis that they are capable of accommodating substantial new jobs or homes together with appropriate provision of other uses such as local shops, leisure facilities and schools, health and social care facilities and services.

6.1.2 In addition to this, Annex One of the London Plan states with regard to London Riverside that:

“At South Dagenham, along the A1306 East and in Rainham there is potential to deliver more compact, residential-led mixed urban communities”.

6.1.3 At the local level, Policy CM1 of the Core Strategy advises that the broad locations for future development will be focused around the key regeneration areas of Barking Town Centre, Barking Riverside and South Dagenham and Policy CM2 of the Core Strategy advises that the wider South Dagenham site is being promoted as a new mixed use urban community.

6.1.4 Policy SM2 of the Site Specific Allocations Development Plan Document (DPD) advises that the wider South Dagenham Site (of which the application forms part of) has the potential for a range of uses including housing, community, leisure, recreation, retail, health centre, primary school and some employment generating uses.

6.1.5 The development will comprise ground floor commercial units which could potentially be occupied for A1 purposes. Paragraph 24 of the National Planning Policy Framework (NPPF) advises that local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. Paragraph 25 of the NPPF advises that when assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over 2,500m2 if there is no locally set threshold.

6.1.6 In this instance, the proposed ground floor commercial uses would be in accordance with an up-to-date Local Plan and therefore do not need to satisfy the sequential test or retail impact assessment.

6.1.7 It is therefore considered that in principle, the provision of new homes with commercial at ground floor level is acceptable and compliant with the terms of Policy SM2.
6.2 **Housing**

**Housing Mix**

6.2.1 The development proposes 325 residential units divided into 5 residential blocks across two separate building masses. The housing mix will comprise 2 x studio flats, 81 x one bed flats, 240 x two bed flats and 2 x 3 bedroom flats.

6.2.2 Policy CC1 of the Core Strategy states that major housing developments will generally be expected to provide a minimum of 40% family accommodation (three-bedroom or larger). The policy goes on to state, however, that not all sites will be suitable for family sized accommodation and allows more discretion in relation to the mix of 1 and 2 bedroom units.

6.2.3 Whilst only 2 family sized flats are proposed, this particular part of South Dagenham around Merrielands Crescent/Chequers Corner is envisaged to provide a retailing hub for the wider South Dagenham site, particularly given its proximity to Merrielands Retail Park. As such Officers accept that the application site is not generally suitable for family sized units.

6.2.4 The proposal includes 34 units (3 x one bed units, 29 x two bed flats and 2 x 3 bed flats) which will easily be adaptable for wheelchair users. The proposal meets the 10% wheelchair housing requirement set out in Policy 3.8 of the London Plan and Building Regulations M4(3).

**Density**

6.2.5 The density matrix in the London Plan identifies that a site with a Public Transport Accessibility Level (PTAL) of 3 in an urban setting should provide 70-170 units per hectare (u/ha) or 150-250 habitable rooms per hectare (hr/ha).

6.2.6 The density has been calculated in accordance with the Mayor’s ‘Housing Supplementary Planning Guidance (SPG) by reducing the total site area of 1.5 hectares by the proportion of non-residential floorspace. With a residential gross internal area (GIA) of 22,145m², a non-residential floorspace of 1513.77m² and at 325 units in total on a site area of 1.57 hectares gives a density of 207 units per hectare. This exceeds the density guidance in the London Plan.

6.2.7 However the London Plan states that it is not appropriate to apply the density matrix mechanistically. The Mayor’s ‘Housing’ Supplementary Planning Guidance further emphasises that density ranges should be considered as a starting point rather than an absolute rule when determining the optimum housing potential of a particular site.

6.2.8 In appropriate circumstances, it may be acceptable for a particular scheme to exceed the ranges in the density matrix provided qualitative concerns are addressed. Such matters would include, amongst other things; the local context and character of a site, and the need for development achieve high quality design in terms of liveability, public realm, residential and environmental quality, and in particular, accord with the housing quality standards set out in the Mayor’s Housing SPG.

6.2.9 Officers consider that the proposed development meets the tests identified in the Mayor’s Housing SPG and as such the density of the development is considered to
be acceptable. Matters relating to design, residential quality and housing quality standards are discussed in more detail further in this report.

Sub-Market Housing

6.2.10 Policy 3.12 of the London Plan and Policy BC1 of the Borough Wide Development Policies DPD seek to achieve the maximum reasonable amount of sub-market housing for individual private residential and mixed use schemes. Developers will normally be expected to provide their sub-market housing on site, but exceptional circumstances may allow for partial off-site provision and/or commuted payments.

6.2.11 The application proposes to provide 116 sub-market dwellings which equates to 35% of the total provision. 55 of these units will be in Block A and comprise Affordable Rented Units set at London Affordable Rent levels whilst the remaining 61 units comprise shared ownership units which will offer an initial equity of 25% of market value with a rent of 2.75% on the unsold equity. This would be in accordance with the Mayor’s SPG; Homes for Londoners Affordable Housing and Viability. As per the requirement of the Mayor’s SPG, grant funding would be sought from the GLA to increase the affordable housing provision and this could potentially provide another 17 units which would increase the affordable housing provision to approximately 41%. Currently London Affordable Rents are £150.03 a week for a 1 bed property and £158 for a 2 bed,

6.3 Design and Layout

6.3.1 In terms of layout, the application plot essentially has a rectangular shaped footprint which faces north onto Merrielands Crescent and east onto Chequers Lane.

6.3.2 The development takes shape in the form of 5 residential blocks running north-south (indicated as Blocks A-E) in ‘U’-shaped form with connecting east-west links comprising a block of 3 to the west (Blocks A-C) and a block of 2 to the east (Blocks D-E). Each block provides ground floor commercial units fronting Merrielands Crescent with residential above. Ground floor residential units facing south onto the site are also provided. The two sets of blocks are divided by a vehicular access path that leads to the southern part of the site and associated car parking spaces for the development.

6.3.3 The blocks are located closest to Merrielands Crescent (set back approximately between 5-14 metres from Merrielands Crescent) but would maintain space for pedestrians, planters and public realm to provide a ‘high street’ type pedestrian environment. The ground floor commercial units would have access points directly onto the public realm area between the buildings and Merrielands Crescent. In order to ensure that the façade treatment of the commercial units are sympathetic to the residential element of the buildings, Officers will impose a condition on the application requiring details to be submitted in respect of the shopfronts.

6.3.4 Part of the longer term objectives for this area as envisaged by Policy SM2 of the Site Specific Allocations are to significantly improve the pedestrian environment along Chequers Lane to provide a ‘softer’ more urban setting. To contribute towards this aspiration, blocks D and E are sited close to the junction of Merrielands Crescent and Chequers Lane to help provide some enclosure around the junction of Chequers Lane with Merrielands Crescent. Commercial units in blocks D and E front Merrielands Crescent and Chequers Lane respectively providing activity and
surveillance. Windows, recessed balconies and terraces on the upper floors across the development would also provide activity, animation and casual surveillance of public spaces which would help to provide a more residential feel to Chequers Lane.

6.3.5 The landscape plan submitted with the application also emphasises the ‘softer’ urban setting which this development seeks to provide. In addition to the ‘high street’ feel of the public realm along the Merrielands Crescent frontage, the landscape treatment would also incorporate areas of communal open space and designated children’s play space areas. The children’s playspace area will equate to 709m2 in area. Living walls and roofs would also be incorporated to enhance the ecological and biodiversity value of the site.

6.3.6 In terms of the development’s scale and massing, block heights range from 6 storeys to 10 storeys with block B being the shortest at 6 storeys (approximately 21.8 metres in overall height) and block E the tallest at 10 storeys (approximately 35 metres in overall height) and fronting Chequers Lane. The 10 storey block is split with a lower 6 storey element to the south and the varied height of this block serves to highlight the corner of Chequers Lane with Merrielands Crescent. The east-west linking elements connecting the blocks which run north-south range between 1-3 storey lower than the north-south projecting blocks and measure approximately 18.5 metres in overall height. The series of varied roof levels across the development assists in alleviating the massing of the development.

6.3.7 In view of the variety of building types in and the changing context of the locality into a vibrant urban area, the height, scale, form and massing of the proposed blocks are considered compatible with the context of the surrounding area. The provision of the tallest block at the corner of Merrielands Crescent and Chequers Lane is considered an appropriate location and supported by Officers.

6.3.8 In terms of appearance, the development proposes a simple palette of materials. The development will predominately comprise a mixture of light and dark grey bricks to provide a contemporary and unfussy finish to the development. Visual interest is articulated on the blocks through the combination of recessed balconies with a mixture of glazed panels or railings for balustrades, inset timber style horizontally laid panelled walls forming window surrounds and curtain walling system for the ground floor retail frontages.

6.3.9 The external design and appearance of the development is considered to be attractive and welcoming and the palette of materials proposed supported by Officers. The use of good quality materials will be particularly important to enhance the development’s presence in the street scene. These will include the quality of brickwork, mortar and window and door surrounds. However, these matters can be addressed via the imposition of a suitable condition.

6.3.10 Overall the development is considered to be well proportioned and attractively designed and would enhance visual interest in the street scene and engineer a new residential character to the wider South Dagenham area. The proposal therefore accords with policies BP11 and BP8 of the Borough Wide Development Policies Development Plan Document (DPD) which relate to urban design.

6.4 Housing Standards
6.4.1 The application has been accompanied with an accommodation schedule which indicates that all the flats will meet the gross internal floor (GIA), bedroom areas and storage areas for each flat in accordance with the standards set out in Table 3.3 in respect of Policy 3.5 of the London Plan.

6.4.2 Standard 29 of The Mayor of London’s ‘Housing’ Supplementary Planning Guidance (SPG) advises that developments should minimise the number of single aspect dwellings. Single aspect dwellings that are north facing, or exposed to noise levels above which significant adverse effects on health and quality of life occur, or which contain three or more bedrooms should be avoided. In respect of the proposal, 62.5% (202 units) of the units would be dual aspect and there would be no solely north facing aspect flats.

6.4.3 All the proposed residential units would benefit from access to private inset balconies or access to a terrace/decking areas. Balconies would measure between 5m\(^2\) - 25m\(^2\) in area and roof decks/terraced areas measure between 10.6m\(^2\) - 36.0m\(^2\) in area and these are all designed in accordance with the minimum space requirements set out in the Mayor of London’s Housing SPG. The roof decks/terraced areas will equate to 1,220m\(^2\) in area. In addition to this there will 3,236m\(^2\) of general amenity space across the development which will comprise the communal open space areas and landscaped courtyards.

6.4.4 Whilst the development does not meet the quantity requirements for external amenity space as set out in Policy BP5 of the Borough Wide Development Policies DPD, the policy recognises that where developments in town centre locations and strategic regeneration sites are not able to provide the required external amenity space the application should demonstrate that suitable alternatives such as useable roof terraces, roof gardens and balconies have been considered and incorporated wherever possible. This is the case here and therefore it is considered that the range and quality of the space provided is acceptable for a scheme of this nature.

6.5 Access, Transportation and Car Parking

6.5.1 The site has a PTAL (Public Transport Accessibility Level) of 3 out of 6 where 6 is excellent and therefore has a moderate PTAL rating.

6.5.2 In terms of access arrangements for the site, there will be a single point of vehicular ingress/egress from Merrielands Crescent. It is intended that the access road would be a shared surface in order to facilitate pedestrian movement through the public realm of the development.

6.5.3 In terms of pedestrian access and movement, the principal pedestrian access would be the shared access road. However, Officers consider that the development needs to incorporate improved pedestrian links to the Merrielands Retail Park to the north, Asda Superstore to the west and directly north to the junction of Chequers Lane and Merrielands Crescent. Officers have held discussions with the applicant to this effect in order to secure this and the applicants have expressed a commitment to provide new pedestrian crossings on Merrielands Crescent and across Messina Way. Officers would also be seeking to ensure that the radius of the junction of Chequers Lane with Merrielands Crescent is reduced in order to improve movement for pedestrians at this junction. These improvements can be secured through the imposition of a suitable condition and through the S106 agreement to require the applicant to enter into a S278/S38 Highways Agreement.
6.5.4 In respect of cycle parking, the development proposes 612 cycle parking spaces for the residential development of which 32 spaces will be for larger bikes. 8 short stay visitor spaces for the residential development would be provided. It should be noted that TfL have requested 9 short stay spaces however overall the number of cycle parking spaces for the residential element would in total meet the provision requested by Transport for London (TfL) and therefore it is considered that the provision proposed for the residential element would be acceptable. In terms of the retail element, 9 long-stay cycle spaces and 43 short stay cycle parking spaces would be provided in accordance with the draft London Plan as requested by TfL.

6.5.5 With regards to car parking, the development originally proposed 164 car parking spaces for the residential element and 14 spaces for the retail units. However, following receipt of the Mayor's stage one response, the scheme has been amended in order address the Mayor's concerns that the development would result in the dominance of surface car parking detrimental to the residential environment of the development.

6.5.6 127 residential car parking spaces are now proposed of which 34 spaces would be accessible. This would is significantly in excess of the 10% requirement of accessible spaces and would provide one space per wheelchair accessible unit. The management of these spaces will be secured via condition. Electric vehicle charging points are proposed for the residential parking spaces with 42 standard spaces and 16 of the accessible spaces with electric charging points. This equates to 45% of the total provision of residential parking spaces and this is considered to be acceptable and exceeds London Plan requirements.

6.5.7 In terms of the retail car parking spaces, whilst the number of spaces proposed is acceptable, the development does not make provision for any accessible retail car parking provision. Policy T6.5 of the draft London Plan requires that at least one on or off street accessible parking space is provided for non-residential car parking. This can be secured through the imposition of a condition.

6.5.8 Overall subject to matters highlighted above being addressed at the detailed design stage, the transport and car parking arrangements for this development are considered to be broadly acceptable. The Transport Development Management Team has been consulted and other than concerns highlighted above, have not raised any other objections to the proposal.

6.6 Energy

6.6.1 Policy 5.2 of the London Plan sets a zero carbon target for new residential developments. Guidance contained within the London Plan: ‘Sustainable Design and Construction’ Supplementary Planning Guidance states that where it is not possible to achieve a zero carbon development, a financial contribution should be provided in order to secure carbon savings elsewhere. The policy also requires that at least 35% of the carbon savings are achieved on site. The Guidance recommends a price for carbon off-setting based on local conditions or a nationally recognised carbon price such as the ‘Zero Carbon Hub’ price of £60 per tonne of carbon over 30 years. The Council has not set a local tariff and therefore in this instance the tariff of £60 per tonne would be applicable which equates to £1800 per tonne.
6.6.2 The proposed development is anticipated to achieve a 51.51% reduction in carbon dioxide (CO2) emissions beyond Part L of the Building Regulations 2013 through energy efficient design measures, the use of a gas fired Combined Heat and Power (CHP) for domestic space heating and hot water and solar photovoltaic panels. The submitted energy strategy identifies that 5,979.15 tonnes per annum of regulated CO2 emissions over a 30 year period would need to be offset. This would require a carbon off-set payment which equates to £107,624.70 (5,979.15 x 1800).

6.6.3 In respect of the non-domestic part of the development, policy 5.2 requires that a minimum of 35% reduction in CO2 emissions beyond Part L of the Building Regulations 2013. The proposed development is anticipated to achieve 36.09% reduction in CO2 emissions for the non-domestic part of the development and therefore accords with the London Plan in this regard.

6.6.4 The commercial units would achieve a BREEAM (Building Research Establishment’s Environmental Assessment Method) of ‘Very Good’ and therefore accords with Policy BR1 of the Borough Wide Development Policies Development Plan Document.

7. Conclusion

7.1 The proposed development will deliver sustainable growth in line with the Borough Manifesto, London Plan and Local Plan. It is a well-designed development which provides a good balance of housing tenures including a significant number of homes at London Affordable Rent and new commercial space to complement the existing retail and food offers to the north. It will result in the improvement of the surrounding public realm and improved connections to ASDA and the Merrielands Crescent retail park.

7.2 Therefore it is recommended that planning permission be granted subject to the conditions listed above (with any amendments that might be necessary up to the issue of the decision) and a S106 Agreement to secure the matters set out in the recommendation section of this report.

Background Papers

- Planning Application File
  
  [http://paplan.lbbd.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=P15TOGBLHG600](http://paplan.lbbd.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=P15TOGBLHG600)

- Local Plan Policy

  Core Strategy (July 2010)

  Policy CM1 General Principles for Development
  Policy CM2 Managing Housing Growth
  Policy CM4 Transport Links
  Policy CR1 Climate Change and Environmental Management
  Policy CR2 Preserving and Enhancing the Natural Environment
  Policy CC1 Family Housing
  Policy CP3 High Quality Built Environment

  Borough Wide Development Policies Development Plan Document (March 2011)
Policy BR2  Energy and On-Site Renewables
Policy BR3  Greening the Urban Environment
Policy BR4  Water Resource Management
Policy BR5  Contaminated Land
Policy BR9  Parking
Policy BR10 Sustainable Transport
Policy BR11 Walking and Cycling
Policy BR13 Noise Mitigation
Policy BR14 Air Quality
Policy BR15 Sustainable Waste Management
Policy BC7  Crime Prevention
Policy BP3  Archaeology
Policy BP5  External Amenity Space
Policy BP8  Protecting Residential Amenity
Policy BP11 Urban Design

- London Plan Policy (2016)
  Policy 2.13 Opportunity Areas and Intensification Areas
  Policy 2.14 Areas for Regeneration
  Policy 3.3 Increasing Housing Supply
  Policy 3.4 Optimising Housing Potential
  Policy 3.5 Quality and Design of Housing Developments
  Policy 3.8 Housing Choice
  Policy 5.2 Minimising Carbon Dioxide Emissions
  Policy 5.3 Sustainable Design and Construction
  Policy 5.7 Renewable Energy
  Policy 5.10 Urban Greening
  Policy 5.13 Sustainable Drainage
  Policy 5.21 Contaminated Land
  Policy 6.9 Cycling
  Policy 6.10 Walking
  Policy 6.13 Parking

Draft London Plan (December 2017)
  Policy SD1  Opportunity Areas
  Policy D2  Delivering Good Design
  Policy D3  Inclusive Design
  Policy D4  Housing Quality and Standards
  Policy D5  Accessible Housing
  Policy D6  Optimising Housing Density
  Policy H1  Increasing Housing Supply
  Policy H5  Delivering Affordable Housing
  Policy S4  Play and Informal Recreation
  Policy G5  Urban Greening
  Policy SI3  Energy Infrastructure
  Policy SI13 Sustainable Drainage
  Policy T5  Cycling
  Policy T6  Car Parking
  Policy T6.1 Residential Car Parking
  Policy T6.5 Non-residential Disabled Persons Parking
GLA Housing SPG (March 2016)
GLA Affordable Housing and Viability SPG (August 2017)
GLA Children’s and Young People’s Play and Informal Recreation SPG (September 2012)

- **National Policy**

  National Planning Policy Framework
  National Planning Practice Guidance