

**PLANNING APPLICATION FOR DETERMINATION BY THE LTGDC
REPORT OF THE DIRECTOR OF PLANNING**

UDC CASE NUMBER:	LTGDC-07-165-FUL	DATE MADE VALID:	17/08/2007
APPLICATION NUMBER:	U0009.07/LBHG	TARGET DATE:	16/11/2007

APPLICANT:	Splendid Hotel Group
AGENT:	Dexter Moren Architects
PROPOSAL:	Proposed hotel on a currently vacant site, consisting of 127 bedrooms
LOCATION:	Site within CEME campus, Rainham, London RM13 8EV

1.0 SUMMARY

- 1.1 The triangular-shaped application site is located in the south-eastern corner of the CEME Campus (Centre of Excellence for Manufacturing and Engineering) which was formerly part of the Ford Estate.
- 1.2 The site lies between the A13 and Marsh Way at the far eastern point of the CEME Campus. Vehicular access is from the A13 via Courier Road (west) or from Marsh Way (south) via Campus Road which is an internal site road.
- 1.3 The proposal is for an 8-storey hotel building (with plant enclosures at 9th storey level) with a floor space of just over 5,000 square metres. The proposed building is to be located in the south-eastern part of the triangular-shaped site.
- 1.4 The rectangular building would be approximately 23.5m high, 43m wide and 15m deep and contain 127 bedrooms, as well as bar and conference facilities.
- 1.5 The principle of a hotel use as part of the CEME development was considered by the London Borough of Havering in 2001 to be acceptable. The London Borough of Havering's Regulatory Services Committee also confirmed in October 2007 that they had no "in principle" objections to a hotel use on the site.
- 1.6 The London Borough of Havering has recommended refusal of the application on design grounds, however the LTGDC considers that on balance the proposal is of an acceptable height, and the design and character of the building is

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appropriate in its surroundings.

- 1.7 The proposed energy strategy incorporates 117m² of solar water heating panels and a 6kw wind turbine, which together will result in a 9.5% reduction in CO₂ emissions through onsite renewable energy generation.
- 1.8 The application proposes 62 car parking spaces on the hotel site for use by hotel guests. It is proposed that a further 65 designated car parking spaces will be made available in the CEME east car park for hotel guests to use by arrangement with CEME between 1600 hours and 0800 hours. In principle, the proposed nature of the car parking arrangement for the hotel is considered workable subject to the exact details of the car parking arrangement being agreed and secured by the LTGDC within a S106 Agreement.
- 1.9 It is recommended that the application be delegated to the Director of Planning to APPROVE subject to conditions and the completion of a S106 Agreement in respect of the car parking arrangement between the hotel and CEME which would allow the hotel to use 65 allocated spaces on the CEME campus between 1600 hours and 0800 hours.

2.0 SITE AND PROPOSAL

2.1 Description of Site & Surroundings

- 2.1.1 The triangular-shaped application site is located in the south-eastern corner of the CEME Campus (Centre of Excellence for Manufacturing and Engineering) which was formerly part of the Ford Estate.
- 2.1.2 The site lies between the A13 and Marsh Way at the far eastern point of the CEME Campus. Vehicular access is from the A13 via Courier Road (west) or from Marsh Way (south) via Campus Road which is an internal site road.
- 2.1.3 The existing CEME campus incorporates a range of facilities including training and teaching facilities for employed and non-employed adults and young adults; a business innovation centre; a conference centre which accommodates up to 300 people; an E-enabled learning resource centre; and a crèche.
- 2.1.4 The Havering New Sewer and the Pooles Sewer are close to the site.

2.2 Description of Proposal

- 2.2.1 The proposal is for an 8-storey hotel building (with plant enclosures at 9th storey level) with a floor space of just over 5,000 square metres. The proposed building is to be located in the south-eastern part of the triangular-shaped site.
- 2.2.2 The rectangular building would be approximately 23.5m high, 43m wide and 15m deep and contain 127 bedrooms, as well as bar and conference facilities.
- 2.2.3 A screened service yard would be located adjacent to the western elevation of the proposed hotel. The service yard will include a refuse storage area. Deliveries and access to the site can be made from the Marsh Way entrance.

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2.2.4 The site is located in an area that has poor public transport accessibility but it is unlikely that many visitors would travel to and from the hotel by public transport. A total of 62 car parking spaces (including 4 accessible car parking spaces) would be arranged to the north and west of the building and a further 65 'overnight' spaces will be provided on the adjacent CEME site. Three motorcycle parking spaces are provided towards the north-west end of the car park. Twenty cycle parking spaces for staff use are provided within the service yard at the side of the hotel. Four car parking spaces have been set aside in the car parking area for electric vehicles to be able to charge whilst parking overnight at the hotel.

2.2.5 The applicant has advised that the hotel will be used primarily as an overnight facility to support campus activities.

2.2.6 It is proposed that 25 people would be employed as part of the development.

3.0 MAIN ISSUES

- Principle of the development.
- Proposed design, including its relationship to the remainder of the CEME site.
- Parking/highways matters.

4.0 RELEVANT SITE HISTORY

4.1 The following applications relate to the CEME site (land at Marsh Way):

P0096.01 - Outline planning permission for CEME including 25,000sqm of floor space, academic, business innovation centre, hostel/hotel, parking for 500 cars and associated landscaping. Approved 16/05/2001.

P0097.01 and P0098.01 - Detailed site remediation applications. Approved 25/04/2001.

P0377.01 – Approval of Details (Phase 1). Approved 22/05/2001.

P1384.01 - Revised detailed design. Approved 02/11/2001.

P1022.02 – Approval of Details (Phase 2). Approved 09/08/2002.

U0001.08 – Retention of 107 car parking spaces in a reconfigured vehicle parking and landscaped area to the north-east of the existing CEME buildings. Approved 28/10/2008.

5.0 CONSULTATIONS/NOTIFICATIONS

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5.1 London Borough of Havering Regulatory Services Committee

The application went before the London Borough of Havering Regulatory Services Committee on 11 October 2007. The recommendation made to LTGDC following that meeting was that there were no “in principle” objections, however objections were raised to the specific scheme for reasons set out in the Havering Planning Officer’s report, namely:

- Inadequate parking
- Poor quality design
- Relationship to the CEME building
- Mass, bulk and prominent siting

Following the Committee meeting on 11 October 2007 the applicant has supplied some further information in relation to car parking and photomontages showing the proposed hotel in context with the CEME building. The proposed design of the hotel has not changed and London Borough of Havering’s view remains unchanged.

London Borough of Havering formally commented to LTGDC as follows:

“In receipt of the above mentioned application the London Borough of Havering object to the proposed development and would strongly recommend refusal of planning consent.

It is Council’s view that the proposed hotel in terms of the proposed bulk, scale and appearance in addition to the lack of proposed parking would represent a missed opportunity in terms of its design and relationship with the existing high quality development elsewhere on the CEME campus site. The Council would therefore recommend refusal of this application and should the LTGDC agree with this decision, Council would recommend that the refusal reasons cover the following:

The design of the hotel with its excessively large, bulky and cramped development would be out of scale and character with the high quality design offered by the existing CEME campus and would represent a missed opportunity to provide an outstanding level of design to justify its particularly prominent location and likely dominant impact in views of the CEME site and from the A13.

The proposed hotel has an inadequate level of designated car parking provision which would create additional strain on the existing parking facilities resulting in an unnecessary parking overflow and congestion of the campus.

The proposed hotel, with its excessively large design and layout would create additional pressure on existing public transport provision accessible to the CEME campus.”

5.2 Design for London

Design for London commented as follows in November 2007:

“Design for London has been involved in the development of the design and supports the proposed scheme.

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We feel that this building has a height and massing that is appropriate for this location.

We encourage the way the building relates to its surroundings acting as a landmark visible from all directions.

Design for London feels that the materialisation is appropriate for a hotel in this location, and relates well to the CEME centre next door.

It is a simple volume that looks like a hotel and addresses its surroundings with clarity.

Design for London thinks that this building will be an asset to the area.”

Further comments were received from Design for London in April 2008 as follows:

“I would hereby like to re-iterate previous support for the proposed CEME hotel scheme in Rainham.

The Havering report of 11 October 2007 expresses a few concerns that I would like to address.

- 1. A cramped layout.*
- 2. An uninspiring (poor quality) design.*
- 3. Relationship with CEME, prominence of proposed building.*
- 4. Prominence of building in relation to its surroundings.*
- 5. Worries about secure by design.*

1. A cramped layout. Design for London cannot reciprocate this concern as we have actively encouraged the applicant to simplify and densify the previous scheme. It has resulted in a taller and more straightforward building with a better and more clear relationship with its surroundings.

2. An uninspiring (poor quality) design. Design for London cannot reciprocate this concern. We think that the quality of this scheme comes from its simple image and massing. The layout works well with its surroundings. We think the illustrations with the building on site further prove this point. The building is honest as it looks like a decent hotel. The cladding and design is straightforward with two aluminium volumes that hold the rooms shifting from the core that is timber. Thus the internal layout of the building is expressed in the massing and exterior of the building and therefore adds animation to the surroundings. We think this is good.

3. Design for London thinks that the relationship with CEME is appropriate with the building keeping its distance and individuality. It doesn't mimic the existing building. Its main entrance is visible from the entrance of the main CEME building and the pedestrian route toward the hotel is legible and clear.

4. Prominence of the building in relation to its surroundings. The building is simple and not offensive. Design for London feels that the height is appropriate in this location and adds animation to the area.

5. Secure by design worries are not immediately reciprocated by Design for London as the building is so straightforward. The building has active frontages

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to all sides (except perhaps the western corner next to the service yard where CCTV might be needed). Routes toward the building are clear and relate well to the hotel lobby. Furthermore the building is surrounded by roads which further increases the amount of overlooking and helps create a sense of safety."

5.3 London Fire & Emergency Planning Authority

Access is to comply with 16.6, 16, 8 and 16.10 of Approved Document B (Fire Safety).

5.4 Metropolitan Police – Crime Prevention Officer

The Crime Prevention Officer issued comments on the application on 27 September 2007. Following this the architect met with the Crime Prevention Officer and this resulted in an amended response of 2 October 2007 from the Crime Prevention Officer.

The Crime Prevention Officer advised that the information supplied with the application, including the Design and Access Statement is lacking in the appropriate detail which demonstrate how crime prevention measures have been considered in the design of the proposal and how this reflects the attributes of safe, sustainable places set out in 'Safer Places – the Planning System and Crime Prevention', as outlined in 'Paragraph 87 of DCLG Planning Circular 1/06'. A number of conditions have been recommended by the Crime Prevention Officer in order to address the absence of information with the application.

On 13 May 2008, the Crime Prevention Officer commented further:

"From a Secured By Design perspective the internal layout is acceptable. However, if planning permission were to be granted I would seek the attaching of appropriately worded conditions, particularly in relation to CCTV, car park layout, and the adoption of the principles and practices of Secured By Design.

The main areas of concern with the proposal at this time relate to the external environment and the car parking. This would be addressed through the application of Policy DC33 (Car Parking) which requires all public car parking to achieve 'Park Mark Safer Parking' accreditation."

5.5 London Streets (TfL)

On 17 September 2007, London Streets (TfL) responded as follows:

"Transport for London (TfL) believes that the proposal is unlikely to have a significant impact on the operation of the Transport for London Road Network (TLRN). However, TfL would request a Travel Plan is prepared for the site and that the London Thames Gateway Development Corporation seeks a contribution for off-site public transport, pedestrian and cycle improvements that fits into the approach adopted for the wider area. The area does not have good public transport accessibility and to support access by bus improvements may be required, especially to fit with staff. (TfL subsequently advised that it would be for the borough to identify if any contributions were appropriate. Following discussions the conclusion is that it would not be reasonable to seek any contributions in this instance).

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The applicant should be aware that the London Development Agency (LDA), London Borough of Havering and Transport for London are currently designing a signalisation scheme for the A13 / Marsh Way junction. The objective for the scheme is to improve pedestrian and cycle access to the CEME campus. The target date for completing construction is April 2008 (this has not been completed to date). The Transport Assessment (August 2007) supporting the application makes no reference to this proposal or the hotel's impact on the scheme."

5.6 Natural England

On 14 September 2007, Natural England responded as follows:

"The results and recommendations of the ecological scoping demonstrate the need for reptile surveys to be carried out. We would remind the Council that Paragraph 98 of ODPM Circular 06/2005 states that 'The presence of a protected species is a material consideration when a planning authority is considering a development proposal that, if carried out, would be likely to result in harm to the species or its habitat'. Paragraph 99 also states that 'It is essential that the presence or otherwise of protected species, and the extent that they may be affected by the proposed development, is established before the planning permission is granted otherwise all relevant material considerations may not have been addressed in making the decision'. We would therefore expect these surveys to be carried out prior to the determination of the application."

"We also support the recommendations that the areas of yellow wort are translocated and that the ditch is buffered from the development by protecting and retaining the ecological interest of the steep bank area. If reptiles are discovered on site they will need to be moved to a receptor site before works can commence. The bank could potentially function as a receptor site, although some enhancement, for example through the creation of hibernacula, may be necessary, particularly if an existing population is already present. The bank should then be managed for its biodiversity value throughout the lifetime of the development with funding being secured as part of a legal agreement. Finally we would expect to see all invasive plant species completely eradicated from the site."

The applicant submitted a Reptile Survey Report to Natural England on 20 June 2008. Natural England responded on 30 July 2008 as follows:

"We have no plans to object to the planning application. I would however refer you to our letter dated 14 September 2007 which indicates what we would expect the development to deliver in order to comply with the principle of conserving and enhancing biodiversity as laid out in PPS9 and the London Plan."

5.7 Environment Agency

On 14 September 2007 the Environment Agency advised that they objected to the application on the following grounds:

"1. No evidence has been provided that the flood risk Sequential Test has been adequately demonstrated."

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London Borough of Havering submitted the Sequential Test to the EA on 22 April 2008.

2. The Flood Risk Assessment does not show how sustainable drainage techniques (SUDS) have been maximised at this site and does not clearly justify why they can not be used.

3. Insufficient information has been included with the application to enable us to determine the impact of the proposal on the adjacent watercourse. The river is not marked on any of the site plans or the cross section between the proposed building and Marsh Road.

4. Insufficient information has been included with the application relating to the shading impact that a nine storey building in close proximity to the watercourse will have. We are unable to determine the impact of the proposal on the adjacent watercourse. The amount of shade cast on the river and its corridor is likely to be significant. This can adversely affect the character and ecological value of the watercourse. Shading of watercourses and river corridors limits biological diversity and productivity, by limiting areas in which plants can grow and so making these areas uninhabitable or less attractive to birds and other wildlife.”

On 28 April 2008 a further letter was received from the EA in response to the agent's letter of 7 April 2008.

The EA advised that based on further information supplied by the applicant they retracted the need for an ecological survey of the site. They were also satisfied that because of the proposed buffer zone alongside the Pooles Sewer no water vole nor aquatic flora / fauna survey work need be carried out.

Overall, the EA withdrew their objection to the application and recommended a condition be imposed on any planning permission granted.

On 23 May 2008 the EA stated that some further work needed to be done on the Sequential Test.

The EA's letter of 20 October 2008 confirmed that they had withdrawn all of their objections. One condition regarding surface water drainage works was recommended.

5.8 London Borough of Havering – Sustainability

Recommend conditions to secure the outcome of the proposed sustainability / energy efficiency and renewable energy measures.

5.9 London Borough of Havering – Environmental Health

Recommend that a condition be imposed due to the presence of a potential source of contamination on or near the site.

5.10 Transport for London

On 21 September 2007, TfL advised that:

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"We should encourage the hotel to support public transport use, possibly by organising pick up/drop off by mini-bus from the nearest rail or tube stations. The Travel Plan could assist here".

5.11 English Heritage

Advised that they do not consider that it is necessary for this application to be notified to English Heritage.

6.0 APPLICATION PUBLICITY

6.1 Site Notice Expiry: 14/09/2007

6.2 Press Notice Expiry: 14/09/2007

6.3 Neighbour Notification:

13 consultation letters were sent to neighbouring properties. One letter of support was received from CEME.

7.0 REPRESENTATIONS

Individual Comment:

CEME wrote on 21 February 2008 as follows:

"I am writing to confirm our support for the hotel planning application on the CEME site, submitted by Splendid Hotel Group.

A hotel was always part of the CEME masterplan, the original outline consent for which has unfortunately lapsed.

It was and remains the intention that the primary occupancy of the hotel will be for users of the CEME facility during the week.

With regard to parking capacity at the CEME Campus it is anticipated that a significant proportion of the weekday hotel users will be existing CEME Campus users. Furthermore, CEME are entering into a formal agreement with Splendid Hotel Group to offer 50 car parking spaces on the CEME site for the out of campus

Response to Comment:

While CEME's comment here is that they are entering into an agreement which would see 50 car parking spaces used out of hours by the hotel, it is actually 65 spaces which would be used by the hotel. A S106 agreement will secure the use of 65 designated car parking spaces by the hotel.

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*hours at the rate we are currently charging
our current car parking users.*

*The location of this parking will be
immediately opposite the hotel entrance
adjacent to the CEME crèche”.*

8.0 RELEVANT PLANNING POLICY

8.1 Planning Policy Guidance

PPS 1 – Delivering Sustainable Development
PPS9 – Biodiversity and Geological Conservation
PPS23 – Planning and Pollution Control
PPS25 – Development and Flood Risk
PPG4 – Industrial, commercial development and small firms
PPG13 – Transport
PPG16 – Archaeology and Planning
PPG24 – Planning and Noise

8.2 The London Plan (adopted February 2008)

Policy 2A.1 - Sustainability Criteria
Policy 3B.1 – Developing London’s Economy
Policy 3C.1 – Integrating Transport and Development
Policy 3C.3 – Sustainable Transport in London
Policy 3C.22 – Improving Conditions for Cycling
Policy 3C.23 - Parking Strategy
Policy 3D.14 – Biodiversity and Nature Conservation
Policy 4A.3 - Sustainable Design and Construction
Policy 4A.4 - Energy Assessment
Policy 4A.6 – Decentralised Energy: Heating, Cooling and Power
Policy 4A.7 - Renewable Energy
Policy 4A.12 – Flooding
Policy 4A.14 – Sustainable Drainage
Policy 4A.16 – Water Supplies and Resources
Policy 4A.18 – Water and Sewerage Infrastructure
Policy 4A.20 - Reducing Noise and Enhancing Soundscapes
Policy 4A.33 – Bringing Contaminated Land Into Beneficial Use
Policy 4B.1 - Design Principles for a Compact City
Policy 4B.2 - Promoting World-Class Architecture and Design
Policy 4B.3 - Enhancing the Quality of the Public Realm
Policy 4B.5 - Creating an Inclusive Environment
Policy 4B.8 – Respect Local Context and Communities
Policy 4B.9 - Tall Buildings - Location
Policy 4B.10 - Large Scale Buildings – Design and Impact
Policy 4B.15 – Archaeology

8.3 London Borough of Havering Local Development Framework

London Borough of Havering Local Development Framework Core Strategy
Development Plan Document (adopted 23 July 2008):

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Policy CP10 – Sustainable Transport
Policy CP15 – Environmental Management
Policy CP16 – Biodiversity and Geodiversity
Policy CP17 - Design

London Borough of Havering Development Control Policies Development Plan Document (28 May 2008):

Policy DC14 - Hotels
Policy DC33 – Car Parking
Policy DC35 - Cycling
Policy DC36 – Servicing
Policy DC40 – Waste Recycling
Policy DC48 – Flood Risk
Policy DC49 – Sustainable Design and Construction
Policy DC50 – Renewable Energy
Policy DC51 – Water Supply, Drainage and Quality
Policy DC53 – Contaminated Land
Policy DC55 – Noise
Policy DC56 - Light
Policy DC58 – Biodiversity and Geodiversity
Policy DC59 – Biodiversity in New Development
Policy DC61 – Urban Design
Policy DC62 – Access
Policy DC63 – Delivering Safer Places
Policy DC66 – Tall Buildings and Structures
Policy DC70 – Archaeology and Ancient Monuments

8.4 Other Relevant Planning Policies & SPGs

London Borough of Havering Interim Planning Guidance on Sustainability
CABE and English Heritage “Guidance on Tall Buildings” (July 2007)

Mayor of London SPGs:

Sustainable Design and Construction (May 2006)
Accessible London: Achieving an Inclusive Environment (April 2004)

9.0 ASSESSMENT OF MAIN ISSUES

9.1 Principle of the Development

9.1.1 The London Borough of Havering previously granted outline planning permission in 2001 (Planning Permission Reference No. P0096.01) for a hotel as part of the CEME Campus development. A 100-bed hotel was proposed under that permission. The hotel was to be 3,000 square metres and located in the western part of the site.

9.1.2 The current hotel scheme is significantly larger with 127 bedrooms over 5,000 square metres. The proposed hotel is also located significantly closer to the A13 in the current application.

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- 9.1.3 The original hotel was part of an outline planning permission and formed Phase 3 of the construction of CEME. The outline planning permission has now expired. The current application therefore does not seek reserved matters approval but instead is an application for full planning permission.
- 9.1.4 The principle of a hotel use as part of the CEME development was considered by London Borough of Havering in 2001 to be acceptable. The London Borough of Havering's Regulatory Services Committee also confirmed in October 2007 that they had no "in principle" objections to a hotel use on the site.
- 9.1.5 As stated previously, the proposed location of the hotel has changed since grant of the outline planning permission in 2001. This is because the original location now contains a lake which provides additional water attenuation capacity for the CEME development.
- 9.1.6 The applicant has advised that the hotel will be used primarily as an overnight facility to support campus activities.
- 9.1.7 It is proposed that 25 people would be employed as part of the development.

9.2 Design

- 9.2.1 The proposal is for an 8-storey hotel building (with plant enclosures at 9th storey level) with a floor space of just over 5,000 square metres. The building is to be located in the south-eastern part of the triangular-shaped site.
- 9.2.2 The proposed rectangular building is approximately 23.5 metres high, 43 metres wide and 15 metres deep and contains 127 bedrooms, as well as bar and conference facilities.
- 9.2.3 A screened service yard is located adjacent to the western elevation of the proposed hotel. The service yard includes a refuse storage area. Deliveries and access to the site will be made from the Marsh Way entrance.
- 9.2.4 The proposed design is based on metal and timber materials which is consistent with the existing campus buildings.
- 9.2.5 The concept of the building form is such that two rectangular elements sandwich a central element.
- 9.2.6 The building is organised so that the outer elements accommodate bedrooms and public areas and the central section houses the servicing and vertical circulation necessary within the building.
- 9.2.7 There are two passenger lifts opposite the hotel entrance and a lift to service the staff areas at the end of the west side of the hotel.
- 9.2.8 Seven wheelchair accessible hotel rooms will be provided (5%).
- 9.2.9 The proposal would, at 9 storeys, be the highest structure on the CEME site with a height of 23.5 metres above ground level. As a result, the hotel building would be significantly more prominent than the 2 / 3-storey CEME and BIC (Business Innovation Centre) buildings.

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9.2.10 The indicative drawings submitted with the original outline application suggested that all buildings at the site would be below 12 metres in height. It is noted, however, that no conditions were attached to the outline approval to restrict the height of the buildings.

9.2.11 London Borough of Havering Officers consider that the current design and appearance of the proposed hotel would not equal the high quality design and appearance of existing buildings which were to form a "World Class Further and Higher Education Facility". In addition, they consider that the building does to a degree compete with, rather than complement, the existing buildings on the site.

9.2.12 London Borough of Havering Officers also consider that the proposal, in its current form, detracts from the visual amenity of the locality.

9.2.13 The London Borough of Havering has recommended that the application be refused as stated in Paragraph 5.1 of this report.

9.2.14 Design for London has advised that they have been involved in the development of the design of the building in their capacity as advisors to the London Development Agency who are a landowner. For this reason, Design for London cannot be seen as a wholly impartial design advisor in this case, however their comments have been given due consideration as part of the application process.

9.2.15 Design for London have stated that:

"We feel that this building has a height and massing that is appropriate for this location. We encourage the way the building relates to its surroundings acting as a landmark visible from all directions. Design for London feels that the materialisation is appropriate for a hotel in this location, and relates well to the CEME centre next door."

9.2.16 Design for London's detailed comments are stated in Paragraph 5.2 of this report.

9.2.17 Policy DC66 (Tall Buildings and Structures) of the London Borough of Havering's Development Control Policies states that:

"Buildings or structures of 6 storeys or greater, or above 18 metres in height above ground level, will normally only be granted planning permission in Romford Town Centre."

Policy on tall buildings will be contained in the Romford Town Centre Area Action Plan. In exceptional circumstances tall buildings may be granted planning permission outside of Romford Town Centre provided that they:

- *create an attractive landmark building which would clearly improve the legibility of the area for example at key gateway locations or are clustered with other buildings of a similar scale and massing and raise the cluster's quality or coherence*
- *preserve or enhance the natural environment, the historic environment, local amenity and the local character of the area*
- *act as a catalyst for regeneration*

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- *preserve or enhance views from Havering Ridge*
- *do not mar the skyline*
- *do not have a significant adverse impact on the amenity of nearby occupiers*
- *are appropriate to the local transport infrastructure and capacity in the area.*

All tall buildings should be of exemplary high quality and inclusive design and, in particular, they must:

- *ensure that the proposed density is suited to the site and to the wider context in terms of proportion, composition, relationship to other buildings, streets, public and private open spaces, the waterways or other townscape elements*
- *be attractive city elements as viewed from all angles and where appropriate contribute to an interesting skyline*
- *create a well-defined public realm with a human scale, with continuity of frontage and accessible entrances from street level*
- *be sensitive to their impact on micro-climates in terms of wind, sun, reflection and overshadowing*
- *contain internal spaces, which do not become redundant over time and can easily adapt to changing social, technological and economic conditions*
- *be oriented and profiled taking into account the potential negative impact on aircraft, navigation and telecommunications networks.*

Tall buildings are not always necessary to achieve high density development; a tall building will, therefore, only be acceptable where there is a clear reason to have one.”

9.2.18 The CABE and English Heritage Guidance on Tall Buildings (July 2007) states that applicants seeking planning permission for tall buildings should ensure that the following criteria are fully addressed: the relationship to the context (including natural topography, scale, height, urban grain, streetscape and built form), the effect on the historic context, the relationship to transport infrastructure, the architectural quality of the building, the sustainable design and construction of the proposal, the credibility of the design, the contribution to public space and facilities (both internal and external), the effect on the local environment, the contribution made to the permeability of the site and the wider area, and the provision of a well-designed environment (both internal and external).

9.2.19 The proposed development is considered to be of an appropriate design and appearance and has suitably responded to the existing development on the site in its use of materials and in the siting of the building. The proposal is not considered to have any adverse impact on the existing CEME buildings.

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9.2.20 Having regard to the comments received from the London Borough of Havering and Design for London, and taking account of the CABE / English Heritage guidance on tall buildings, it is considered that on balance the proposal is of an acceptable height, and the design and character of the building is appropriate in its surroundings.

9.3 Parking and Highways Considerations

9.3.1 The site is located within the CEME campus at Marsh Way, off Carrington Crescent, just south of the A13 trunk road in Rainham.

9.3.2 A total of 62 car parking spaces (including 4 accessible car parking spaces) would be arranged to the north and west of the building. Three motorcycle parking spaces are provided towards the north-west end of the car park. Twenty cycle parking spaces for staff use are provided within the service yard at the side of the hotel. Four car parking spaces have also been set aside in the car parking area for electric vehicles to be able to charge whilst parking overnight at the hotel.

9.3.3 The internal campus road fronting the hotel site and the main CEME car park is a private road that has double yellow lines.

9.3.4 The entrance to the proposed hotel car park will be one-way via a new access from the internal campus road, just east of the crèche car park entrance. The car park exit will be approximately 90 metres to the west of the entrance.

9.3.5 The original outline planning application for CEME included 500 car parking spaces for the whole of the CEME development. This was to comprise 415 car parking spaces for CEME itself and 85 spaces for a 100-bed hotel which was proposed under the original outline permission.

9.3.6 Annex 5 of the London Borough of Havering's Development Control Policies Development Plan Document indicates that parking provision for hotel developments is 1 space per bedroom.

9.3.7 The original hotel scheme under the outline permission would therefore have relied on other car parking spaces within the CEME campus to provide the additional 15 car parking spaces which would have been required under that permission.

9.3.8 The current proposal is a new application and as such it is expected to provide 127 car parking spaces. The proposed 62 car parking spaces equate to just under half of the required car parking spaces.

9.3.9 Annex 5 of the London Borough of Havering's Development Control Policies Development Plan Document indicates that outside of Romford Town Centre, which is relevant to this site, lower provision may be acceptable where there is good public transport.

9.3.10 There is one bus service (Monday to Saturday) to the CEME campus (Bus No. 174) and the bus stop is in close proximity to the proposed hotel location. The bus route links with Dagenham Heathway Station and Romford Town Centre.

9.3.11 The nearest London Underground station is Dagenham Heathway (Zone 6 on the District Line) which is located on the A1240 Dagenham Heathway

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approximately 3 kilometres north-west of the site. Dagenham Dock (C2C Services) is the closest mainline rail station and is located on Chequers Lane about 2.5 kilometres away.

9.3.12 While future transport links such as East London Transit and a DLR extension are anticipated at some stage in the future, these would not be close to the site. They would improve public transport access to the site to some degree. At present public transport accessibility is poor and lower provision of car parking for the hotel is not deemed acceptable. Furthermore, given the nature of the development, it is considered that only a small proportion of hotel guests would utilise public transport.

9.3.13 Given the shortfall in parking provision for the hotel, the applicant has been in discussions with CEME in order to come to some arrangement whereby hotel guests could use some of the car parking spaces on the CEME campus out of hours.

9.3.14 The Chief Executive of CEME wrote to the agent on 5 February 2008 advising that CEME were willing to allow the hotel to utilise some of CEME's car parking spaces, as follows:

"In principle this is agreed – subject to agreement on charges being made by CEME for the provision of spaces, if appropriate and actual availability of spaces at the times required. The outline principle being that hotel guests arrive late afternoon and leave early morning and CEME users arrive early morning and leave late afternoon".

9.3.15 On the basis of CEME's agreement, the applicant has proposed a draft parking arrangement to make up the shortfall of 65 car parking spaces. The proposal is based on the fact that CEME's primary car parking needs are from 0800 hours to 1600 hours, while the hotel's primary car parking needs are overnight.

9.3.16 It is proposed that CEME and the applicant will enter into a legal agreement permitting the hotel to make use of up to 65 of the existing 186 spaces in the CEME east car park which is located opposite the hotel. These spaces would be available for the hotel to use between 1600 hours and 0800 hours.

9.3.17 The proposed car parking arrangement would be such that the first 62 guests requiring car parking at the hotel will utilise the spaces on the hotel site. Once full, guests will be given window displays and directed to the CEME east car park, with instructions that cars are to be removed by 0800 hours the following morning. Keys of all vehicles parking in the CEME east car park will be lodged with the hotel reception so that if any cars are not removed by 0800 hours, the hotel staff will move them.

9.3.18 The applicant has submitted a plan identifying which car parking spaces within the east car park would be used by the hotel.

9.3.19 The transport assessment submitted with the application predicts that the maximum weekly demand for hotel rooms would be 80%, resulting in a room take up of 102 rooms daily. Due to shared car use and other means of transport, the applicant anticipates that 60% or 61 spaces are likely to be required.

9.3.20 In principle, the proposed nature of the car parking arrangement for the hotel is

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considered workable subject to the exact details of the car parking arrangement being agreed by the LTGDC within a S106 Agreement.

9.3.21 Transport for London has requested that a Travel Plan be prepared for the development. This can be secured by condition.

9.4 Energy / Sustainability Issues

9.4.1 The applicant has advised that the proposed materials will be sourced responsibly and the use of recycled materials incorporated wherever appropriate.

9.4.2 A large portion of the upper flat roof of the hotel will be a green roof system which promotes biodiversity and slows down water loss from the building.

9.4.3 A system of timber louvre panels is proposed to be fitted to the outside of the large extent of glazing on the ground floor of the south elevation in front of the Great Room / breakfast area. This reduces heat build up to the space in the summer and will reduce a/c loadings. Wall zones are purposefully thick in order to incorporate a high level of insulation.

9.4.4 The current predicted BREEAM rating is Very Good.

9.4.5 It is proposed that the building is supplied with renewable energy in the form of 117m² of solar water heating panels located at high level on the southerly façade and a 6kw wind turbine on a mast at the south-west extreme of the development site. Together these two technologies are predicted to reduce the CO₂ emissions for the building by 25.4 tonnes per year, equivalent to 9.5% savings. A condition would be required on any planning permission granted securing provision of the renewable energy components of the scheme.

9.4.6 Whilst the location and indicative height of the wind turbine are shown on the application drawings, the wind turbine was not included in the description of development on the application form, and nor was the application advertised as including a wind turbine. As such, the wind turbine is not approved under this application and will need to be the subject of a separate planning application.

9.5 Site Contamination and Remediation

9.5.1 The site was for many years a section of the Ford Motor Works. It is believed that the site was occupied by the pallet shop. No buildings remain on the site of the proposed hotel, although it may be that some foundations still exist. Due to the previous use of the land, it is believed that the site is potentially contaminated and in need of remediation. The site has been elevated by ground-fill in the recent past to approximately 8 metres above the natural ground level. There is also a large mound of spoil on the site currently. It is not known whether this spoil is itself contaminated material.

9.5.2 A standard contamination condition is recommended on any planning permission granted.

9.6 Flood Risk

9.6.1 A Flood Risk Assessment and Environment Agency Criteria Report was submitted with the application. The report states that the site lies within the

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natural flood plain of the River Thames. However, because the site has been artificially raised above the natural level, it is not considered to be a site with a significant risk of flooding.

9.7 Biodiversity

9.7.1 An Ecological Scoping Study was submitted with the application. The report states that the site itself is of limited ecological value. No protected species or signs of species were recorded by the Ecologist while on site. The site would support invertebrate species and may provide areas for feeding birds.

9.7.2 A Reptile Survey was also submitted during the application process in response to the request made by Natural England. While the site provides suitable resources for reptiles, such as tall ruderal and unmanaged grassland, and rubble piles, no reptiles were recorded on site during the surveys. Natural England has advised that they have no objection to the application.

10.0 CONCLUSION AND REASONS FOR APPROVAL

10.1 The principle of a hotel use as part of the CEME development was considered by London Borough of Havering in 2001 to be acceptable. The London Borough of Havering's Regulatory Services Committee also confirmed in October 2007 that they had no "in principle" objections to a hotel use on the site. The provision of a hotel, albeit later than originally expected, will enhance the business functions of CEME.

10.2 Having regard to the comments received from the London Borough of Havering and Design for London, it is considered that on balance the proposal is of a suitable height, and the design and character of the building is appropriate in its surroundings.

10.3 The energy strategy incorporates 117m² of solar water heating panels and a 6kw wind turbine which will result in a 9.5% reduction in CO₂ emissions through onsite renewable energy generation. A condition would be required on any permission granted securing provision of the renewable energy components of the scheme. A separate planning application would be required for the wind turbine.

10.4 In principle, the proposed nature of the car parking arrangement for the hotel is considered workable subject to the exact details of the car parking arrangement being agreed by the LTGDC within a S106 Agreement.

11.0 RECOMMENDATION

That the application be delegated to the Director of Planning to **APPROVE** subject to:

1. The conditions listed below (with any amendment that might be necessary up to the issue of the decision), and
2. the completion of a S106 Agreement in respect of the car parking arrangement

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between the hotel and CEME which would allow the hotel to use 65 allocated spaces on the CEME campus between 1600 hours and 0800 hours.

12.0 CONDITIONS AND REASONS

1. The development hereby permitted shall be commenced not later than the expiration of THREE YEARS from the date of this permission.

Reasons: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended.

2. All works are to be completed in accordance with Drawing Numbers PL-050, PL-001, PL-110, PL-120, PL-130, PL-200, and PL-500 prepared by Dexter Moren Architects. No further drawings apply, unless otherwise approved in writing by the Local Planning Authority.

Reasons: To ensure that the development is undertaken in accordance with the approved drawings, and to protect the local amenity with regard to Policy DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008). The development is acceptable on the basis of the particulars contained within the application and this condition seeks to ensure the development is undertaken in strict accordance with those details as approved.

3. Prior to the commencement of the development a sample of the materials to be used on all external surfaces shall be submitted to and approved in writing by the Local Planning Authority.

Reasons: To ensure a satisfactory standard of external appearance, with regard to Policy DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008).

4. Details of external lighting shall be submitted to the Local Planning Authority for their consideration and approval in writing prior to the development commencing, and said lighting shall be retained permanently thereafter.

Reasons: To protect the amenity of existing and future adjoining occupiers and with regard to Policy DC56 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008).

5. Prior to the commencement of the development the applicant is required to submit details showing that the layout of the 62 car parking spaces on the hotel site, as shown on Drawing Number PL-001 hereby approved, will provide a safe environment and will comply with Secured by Design Standards. The layout shall only then be agreed by the Local Planning Authority. Thereafter each agreed car parking space shall be surfaced, marked out and made available for use before the development is occupied, and shall

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thereafter be permanently retained for use by the hotel.

Reasons: To ensure that adequate parking is provided for the users of the development, in accordance with Policy DC33 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 3C.23 of the London Plan (adopted February 2008).

6. Details of the cycle parking area as shown on Drawing Number PL-001 shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to the occupation of the building and thereafter retained.

Reasons: In the interests of promoting cycling as a safe, efficient and non-polluting mode of transport and in accordance with Policy DC35 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 3C.22 of the London Plan (adopted February 2008).

7. Prior to the commencement of the development hereby permitted, details that show how the principles and practices of the Secured by Design Award Scheme are to be incorporated into the development shall be submitted to and approved in writing by the Local Planning Authority. Once approved, the development shall be carried out in accordance with the agreed details.

Reasons: In the interest of creating safer, sustainable communities and residential amenity, reflecting guidance set out in PPS1, PPS3, Policy CP17 of the London Borough of Havering Local Development Framework Core Strategy Development Plan Document (adopted 23 July 2008) and Policy DC63 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008).

8. Prior to the commencement of the development hereby permitted a scheme showing the details of a CCTV system to be installed for the safety of users and the prevention of crime throughout shall be submitted to and approved in writing by the Local Planning Authority. No part of the development shall be occupied or used before the scheme is carried out as agreed.

Reasons: In the interest of delivering a safer development, reflecting guidance set out in PPS1 and Policy DC63 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008).

9. No occupation shall take place until the developer provides a copy of the final Building Research Establishment (BRE) certificate confirming that the development design achieves a minimum BREEAM rating of "Very Good". The development shall be carried out in full accordance with the agreed Sustainability Statement and if required by the Local Planning Authority a BREEAM Post Construction Assessment shall be carried out on all or a sample of the development to ensure that the required minimum rating has been achieved.

Reasons: In the interests of energy efficiency and sustainability in accordance with the London Borough of Havering's Interim Planning Guidance on Sustainability and Policy 4A.7 of the London Plan (adopted February 2008).

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10. Prior to the commencement of any works pursuant to this permission the developer shall submit for the written approval of the Local Planning Authority:

a) A Phase 1 (Desktop Study) Report documenting the history of this site, its surrounding area and the likelihood of contaminant/s, their type and extent incorporating a Site Conceptual Model.

b) A Phase II (Site Investigation) Report if the Phase 1 Report confirms the possibility of a significant risk to any sensitive receptors. This is an intrusive site investigation including factors such as chemical testing, quantitative risk assessment and a description of the sites ground conditions. An updated Site Conceptual Model should be included showing all the potential pollutant linkages and an assessment of risk to identified receptors.

c) A Phase III (Risk Management Strategy) Report if the Phase II Report confirms the presence of a significant pollutant linkage requiring remediation. The report will comprise of two parts:

Part A – Remediation Statement which will be fully implemented before it is first occupied. Any variation to the scheme shall be agreed in writing to the Local Planning Authority in advance of works being undertaken. The Remediation Scheme is to include consideration and proposals to deal with situations where, during works on site, contamination is encountered which has not previously been identified. Any further contamination shall be fully assessed and an appropriate remediation scheme submitted to the Local Planning Authority for written approval.

Part B – Following completion of the remediation works a 'Validation Report' must be submitted demonstrating that the works have been carried out satisfactorily and remediation targets have been achieved.

d) If during development works any contamination should be encountered which was not previously identified and is derived from a different source and/or of a different type to those included in the contamination proposals then revised contamination proposals shall be submitted to the Local Planning Authority; and

e) If during development work, site contaminants are found in areas previously expected to be clean, then their remediation shall be carried out in line with the agreed contamination proposals.

For further guidance see the leaflet titled 'Land Contamination and the Planning Process'.

Reasons: To protect those engaged in construction and occupation of the development from potential contamination in accordance with Policy DC53 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4A.33 of the London Plan (adopted February 2008).

11. The renewable energy system shall be installed in strict accordance with the submitted details and be operational to the satisfaction of the Local Planning Authority prior to the occupation of any part of the development.

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Reasons: In the interests of energy efficiency and sustainability in accordance with the London Borough of Havering's Interim Planning Guidance on Sustainability and Policies 4A.4, 4A.6 and 4A.7 of the London Plan (adopted February 2008).

12. Prior to the commencement of development a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the Local Planning Authority.

Reasons: To protect the amenity of future occupiers and adjoining occupiers, in accordance with Policy DC40 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policies 4B.1 and 4A.3 of the London Plan (adopted February 2008).

13. No development shall commence until details of the surface water drainage works have been submitted to and approved in writing by the Local Planning Authority. The scheme shall be completed in accordance with the approved plans.

Reasons: To prevent the increased risk of flooding to third parties, to the site itself, to improve water quality and to enhance biodiversity, in accordance with Policy DC51 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4A.14 of the London Plan (adopted February 2008).

14. No development approved by this permission shall be commenced until the Local Planning Authority is satisfied that adequate sewerage infrastructure will be in place to receive foul water discharges from the site. No buildings (or uses) hereby permitted shall be occupied (or commenced) until such infrastructure is in place.

Reasons: To prevent the pollution of the water environment in accordance with Policy DC51 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4A.14 of the London Plan (adopted February 2008).

15. Prior to the commencement of works on the site, an Environmental Code relating to construction works shall be submitted to and approved in writing by the Local Planning Authority, in respect of such matters as are likely to cause nuisance to adjoining occupiers. Details should include any demolition, ground works (including decontamination), construction and access to the site, hours of operation, noise, dust, smoke, road cleaning, odour control, wheel washing and any other matters relevant to this particular site. The Environmental Code shall be adhered to for the duration of the construction works.

Reasons: To ensure that the construction does not prejudice the ability of neighbouring occupier's reasonable enjoyment of their properties and with regard to Policy DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008).

16. Prior to the commencement of any works on the development hereby permitted, details of wheel washing equipment shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme is to be maintained for the

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duration of the demolition/construction works at all vehicle exits to the site and shall be used to prevent the carriage of mud and other materials onto adjoining roads.

Reasons: To safeguard the amenities of the area and prevent the blocking of drainage systems and with regard to Policies DC51 and DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008).

17. No impact piling shall be permitted during the construction of this development without the written permission of the Local Planning Authority.

Reasons: To ensure that the development does not prejudice the enjoyment of neighbouring occupiers of their properties and with regard to Policy DC55 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and 4A.20 of the London Plan (adopted February 2008).

18. No demolition / construction / building works shall be carried out except between the hours of 0800 and 1800 on Mondays to Fridays and between 0800 and 1300 on Saturdays and at no time on Sundays or Statutory holidays without prior written approval of the Local Planning Authority. No waste materials shall be burnt on site.

Reasons: To ensure that the development does not prejudice the enjoyment of neighbouring occupiers of their properties, in accordance with Policy DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008).

19. Prior to the commencement of works, full details of all boundary walls, fences and / or other boundary treatment shall be submitted to and approved in writing by the Local Planning Authority. The boundary treatment as approved by the Local Planning Authority shall be erected prior to the first occupation of the development and thereafter retained permanently to the satisfaction of the Local Planning Authority.

Reasons: In the interest of the amenities of the adjacent properties and urban design, and with regard to Policy DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008).

20. No development shall take place until there has been submitted and approved in writing by the Local Planning Authority a scheme of landscaping for the hereby permitted development. The scheme shall include details of proposed planting and both soft and hard surfaces, including the details for the planting and protection of all trees proposed within the development. The development shall proceed in accordance with the details as approved by the Local Planning Authority.

All planting, seeding or turfing comprised in the details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which 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 of variation.

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Reasons: To ensure a satisfactory standard of external appearance, in accordance with Policies DC59 and DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4B.1 of the London Plan (adopted February 2008).

21. No works on the development hereby permitted shall be commenced until full details of any mechanical ventilation or other plant have been submitted to and approved in writing by the Local Planning Authority. Details should include full specifications of all filtration, deodorising systems, noise output, and termination points. Particular consideration should be given to the potential high level discharge of kitchen extract air/the discharge of toxic or odoriferous extract air where a high level of discharge is usually essential. The development shall not be occupied until the mechanical ventilation has been installed. Thereafter, it shall be permanently maintained.

Reasons: To protect the amenity of future users of the development and/or neighbours and with regard to Policies DC55 and DC61 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4A.20 and 4B.1 of the London Plan (adopted February 2008).

22. No development shall commence until details of the construction of the site foundations have been submitted to and approved in writing by the Local Planning Authority and have been carried out in accordance with these details.

Reasons: To prevent pollution of groundwater, in accordance with Policy DC51 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 4A.14 of the London Plan (adopted February 2008).

23. The development hereby permitted shall not be occupied until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority.

Reasons: In the interests of sustainability and the need to minimise trips by private cars in accordance with Policy DC33 of the London Borough of Havering Development Control Policies Development Plan Document (28 May 2008) and Policy 3C.1 of the London Plan (adopted February 2008).

13.0 INFORMATIVES

1. In aiming to satisfy Conditions 5, 7, and 8, the applicant should seek the advice of the Borough Crime Prevention Design Advisor. He can be contacted through the London Borough of Havering Regulatory Services or Romford Police Station, 19 Main Road, Romford, Essex RM1 3BJ. It is the policy of the Local Planning Authority to consult with the Borough CPDA in the discharging of community safety conditions.

2. A separate planning application is required for the proposed wind turbine.

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CASE OFFICER: Adele Williamson

- Appendix 1:** Site Location Plan
- Appendix 2:** Proposed Site Layout Plan
- Appendix 3:** Proposed Floor Plans
- Appendix 4:** Proposed Elevations
- Appendix 5:** Proposed Sections