



Core Strategy and Development Control Policies Development Plan Document

Adopted 2008



Havering
LONDON BOROUGH

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1 Introduction

1 Introduction

- 1.1 Havering's Local Development Framework (LDF) is a portfolio of different documents which have been prepared to provide for the future planning of the borough. This document is the most important LDF document. It is the Core Strategy, so called because it sets the Council's approach to the planning of the whole borough up to 2020, and sets the framework for the Action Plans and topic specific planning documents which compliment it and address other planning issues in the borough.


2 How to use this document

2 How to use this document

- 2.1 The Core Strategy establishes the Council's vision for how the borough will look in 2020, and the objectives for delivering this. It then includes two sets of planning policies. The first set state the Council's strategy for balancing the need to deliver economic prosperity and new and affordable housing with the protection and enhancement of the borough's environmental quality. The second set are more detailed development control policies which provide more detailed guidance on the criteria against which planning proposals will be determined.
- 2.2 **Section 2** of this document explains how to use this document and its background.
- 2.3 **Section 3** of this document explains the different documents which comprise Havering's Local Development Framework, their purpose, how they relate to each other, and when they will be prepared.
- 2.4 **Sections 4 and 5** of this document set the context of the Core Strategy.

In developing the Core Strategy the Council has not started from a clean sheet of paper. The vision, objectives and related policies within the Core Strategy have to:

- Be consistent with national guidance in the form of Planning Policy Guidance Notes, Statements and Circulars as issued by the Government
- Be in general conformity with the London Plan prepared by the Greater London Authority.
- Be in support of the Havering Strategic Partnership's Community Strategy and have regard to relevant local strategies.
- Be founded on a robust evidence base. This is an analysis of the relevant background data to help identify the key issues that need addressing
- Address issues arising from the feedback received from the community and other stakeholders throughout the various consultation initiatives undertaken in preparing the Core Strategy

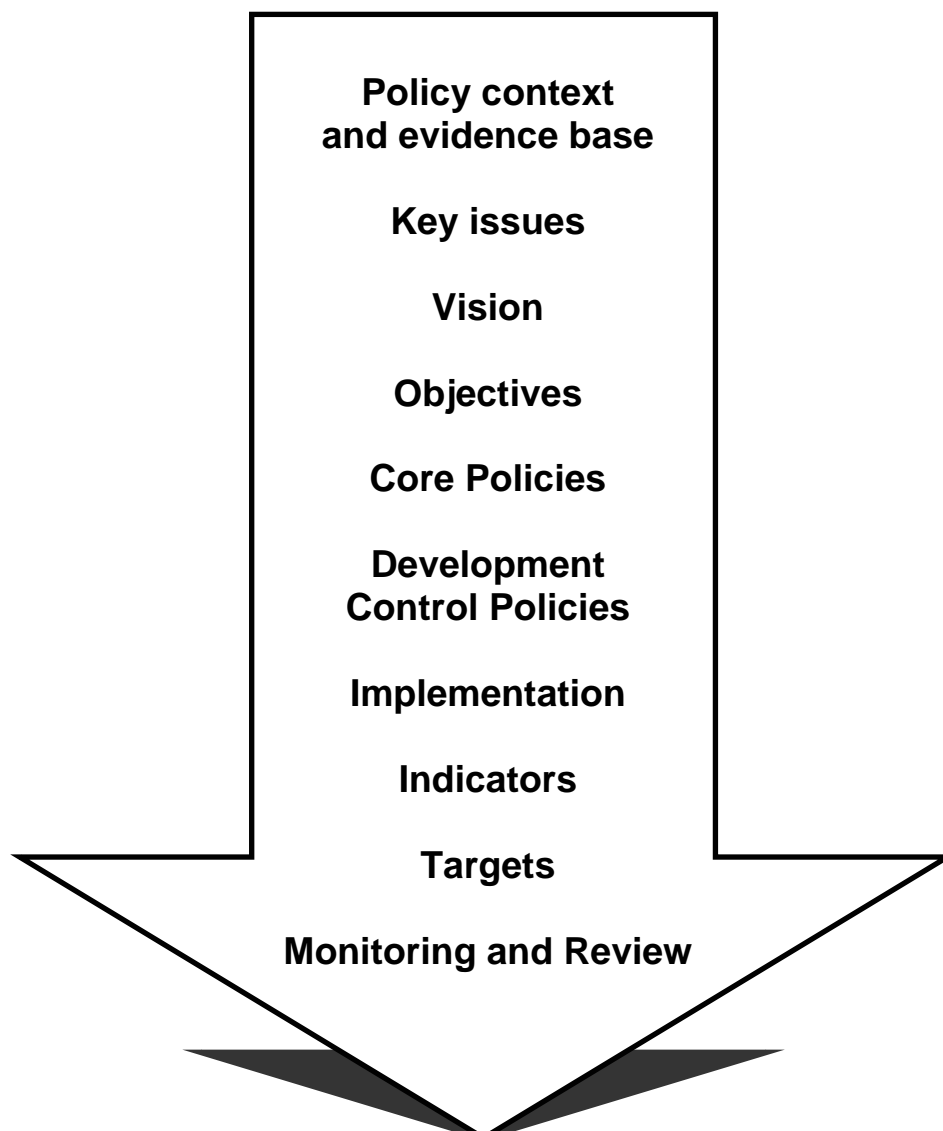


Section 4 explains the national, regional and local policy context within which the Core Strategy operates.

Section 5 provides a snapshot of the environmental, social and economic character of Havering, highlighting the key issues the Core Strategy must address. The evidence base is developed in more detail in the explanation provided for each Core policy. However in the interests of keeping this document usable, a lot of the evidence base is 'signposted' rather than repeated.

The whole consultation process and how the responses received have been addressed in developing the Core Strategy is provided in a separate document called a **Statement of Compliance**.

- 2.5 **Section 6** sets out the Vision for how the Havering Strategic Partnership wants Havering to look in 2020, and a set of objectives is provided in **Section 7** for how this will be delivered. **Section 8** provides a visual summary of the Core Strategy in the form of a key diagram, looking first at Havering's place in East London and the Thames Gateway and then focusing on the borough itself.
- 2.6 The Core Policies are provided in **Section 9**. These are ordered according to the objectives they are focused on delivering. Each Core Policy includes an explanation of the need for the policy with regard to the policy context and evidence base and sets out how the policy will be monitored so the Council can keep track of its effectiveness and the need for review. An overview of the implementation and monitoring strategy for the Core Strategy is provided in **Section 10**. The document then 'signposts' the reader to the related Development Control Policies which are provided in **Section 11** and supporting guidance.
- 2.7 This diagram shows the Golden Thread which runs through this document.



3 Havering's Local Development Framework

3 Havering's Local Development Framework

- 3.1 Havering's Local Development Framework (LDF) is a collection of documents called Local Development Documents (LDDs). There are two types of Local Development Documents: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) which provide supplementary planning guidance to the policies within DPDs. Development Plan Documents carry more weight as they are subject to an independent examination by a Planning Inspector before they are adopted whereas the Council can prepare SPDs and adopt them without any independent scrutiny. In order to ensure that Havering's Local Development Framework is helping to deliver sustainable development, all Local Development Documents must be subject to Sustainability Appraisal. (Please see the glossary for a definition of sustainable development). All of Havering's Local Development Documents must be in general conformity with the London Plan.¹
- 3.2 The Development Plan Documents within Havering's Local Development Framework, along with the London Plan, comprise the Development Plan for the borough.² If to any extent a policy contained in the Development Plan for an area conflicts with another policy in the Development Plan the conflict must be resolved in favour of the policy which is contained in the last document to be approved or published.
- 3.3 To let people know in advance when they can become involved in the preparation of LDDs, the Council has produced a document showing the timetable for each Local Development Document it intends to produce over the next three years. This document is called a Local Development Scheme (LDS) and is available to view at www.havering.gov.uk.

Development Planning Documents

- 3.4 As well as the Core Strategy and Development Control Policies, the LDS shows that initially the Council intends to produce the following Development Plan Documents:

- **Site Specific Allocations**

This document will set out where there are specific allocations for individual sites such as sites allocated for housing and sites within the London Riverside regeneration area. Collectively these

¹ Part 2, Section 24, Planning and Compulsory Purchase Act 2004

² Part 3, Section 38, Planning and Compulsory Purchase Act 2004

sites will help deliver the vision and objectives of the Core Strategy.

- **Proposals Map** This will show the boundary of development control policy designations, the extent of the Romford Area Action Plan, and the boundary of site specific allocations.
- **Romford Area Action Plan** Havering Council will prepare an Area Action Plan for Romford Town Centre reflecting the continuing priority that the Council is giving to the economic, social, cultural and environmental regeneration of the town centre and the need for high quality development. The Area Action Plan will build on the extensive work that the Council and its partners have undertaken in preparing the approved Romford Urban Strategy Framework and recent stakeholders investment. This DPD will need to conform to the Spatial Strategy set out in Havering's Core Strategy.
- **Joint Waste (DPD)** Havering Council will prepare a Joint Waste DPD with the London Boroughs of Barking and Dagenham, Redbridge and Newham, who form the East London Waste Authority. This DPD will need to conform to the Spatial Strategy set out in Havering's Core Strategy.

The Council also intends to produce two Development Plan Documents to identify 'Specific Sites and/or Preferred Areas' for Minerals Extraction and to identify sites to meet the identified needs of Gypsies and Travellers.

Supplementary Planning Documents

- 3.5 These will provide additional guidance to policies in the Core Strategy and have been highlighted under the core and development control policies they supplement.

- London Riverside
- Hornchurch Town Centre
- Sustainable Construction
- Heritage
- Hall Lane, Upminster
- Emerson Park

- Gidea Park
- Educational Needs Generated by New Development
- Residential Density and Amenity Space
- Noise
- Protection of Trees During Development
- Havering Conservation Areas: Shopfront Design Guide
- Protecting the Borough's Biodiversity
- Affordable Housing
- Residential Extensions and Alterations
- Designing for Safer Places
- Planning Obligations
- Travel Plans

Relationship to other 'saved' policies.

- 3.6 Havering's Local Development Framework will replace Havering's Unitary Development Plan adopted in March 1993. The policies within this were saved for three years from the commencement of the Planning and Compulsory Purchase Act which came into force September 2004. The table provided in Annex 1 shows which policies within the Core Strategy replace those within the UDP, which policies will be replaced by the Romford Area Action Plan and Joint Waste Plan, and which policies will be deleted.

4 Policy Context

4 Policy Context

4.1 The Core Strategy will only be adopted if it is considered sound by the Inspector at the independent examination against nine soundness tests. One of the 'soundness' tests requires that Development Plan Documents are:

- consistent with national planning policy
- in general conformity with the London Plan
- have regard to any other relevant plans, policies and strategies relating to the area or adjoining areas
- based on a robust and credible evidence base

National Planning Policy

4.2 The Government determines national policies on different aspects of planning and the rules that govern the operation of the planning system. National planning policies are set out in Planning Policy Statements (PPSs) and Planning Policy Guidance notes (PPGs), Minerals Policy Statements (MPS) and Minerals Planning Guidance notes (MPG), Circulars and Parliamentary Statements. Local authorities must take their contents into account in preparing their Core Strategies by ensuring that the plans and policies within them are consistent with these national guidance.

4.3 In preparing the policies and proposals in the Core Strategy, the Council has, therefore, had regard to the whole range of PPGs, PPSs, MPGs and MPSs where they are relevant to the issues faced in Havering. The current range of national planning guidance is provided on the following page. In addition there are fifteen Mineral Planning Statements/Guidance Notes. Up to date copies of all these statements and guidance can be found on the communities website. References to planning policy statements and guidance in the reasoned justification of the Core Policies and Development Control Policies is to the most up to date version at the time the policy was written. The Council recognises that these may have been updated or replaced since, and the current versions should be referred to.

Planning Policy Statement 1: Delivering Sustainable Development	Feb 05
PPS1 sets out the Government's overarching planning policies on the delivery of sustainable development, by ensuring that environmental, economic and social objectives are balanced over time, by addressing the causes and potential impacts of climate changes, promoting high quality inclusive design, and by achieving environments accessible to the whole community.	
Planning Policy Guidance 2: Green Belts	Mar 00
PPG2 sets out the Government's policy on the purpose of Green Belt and appropriate development within it.	
Planning Policy Statement 3 Housing	Nov 06
PPS3 underpins the Government's response to the Barker Review of Housing Supply and the necessary step-change in housing delivery, through a new, more responsive approach to land supply at the local level.	
Planning Policy Guidance 4: Industrial, Commercial Development and Small Firms	Nov 92
PPG4 sets out the Government's policy on facilitating economic development in a way which is compatible with its stated environmental objectives.	
Planning Policy Statement 6: Planning for Town Centres	Mar 05
PPS6 sets out the Government's policy on planning for the future of town centres.	
Planning Policy Statement 7: Sustainable Development in Rural Areas	Aug 04
PPS7 sets out the Government's planning policies for rural areas.	
Planning Policy Guidance 8 : Telecommunications	Aug 01
PPG8 gives guidance on planning for telecommunications development - including radio masts and towers, antennas of all kinds, radio equipment housing, public call boxes, cabinets, poles and overhead wires.	
Planning Policy Statement 9: Biodiversity and Geological Conservation	Aug 05
PPS9 sets out planning policies on protection the of biodiversity and geological conservation through the planning system.	
Planning Policy Statement 10: Planning for Sustainable Waste Management	July 05
PPS10 sets out the Government's policy to be taken into account by waste planning authorities and forms part of the national waste management plan for the UK.	
Planning Policy Statement 12: Local Development Frameworks	Sep 04
PPS12 sets out the Government's policy on the preparation of local development documents which will comprise the local development framework.	
Planning Policy Guidance 13: Transport	Mar 01
PPG3 sets out the Government's policy on integrating planning and transport to promote more sustainable transport choices, improved accessibility and reduce the need to travel.	
Planning Policy Guidance 14: Development on unstable land	1990
PPG14 sets out the broad planning and technical issues to be addressed for the development on unstable land.	
Planning Policy Guidance 15: Planning and the historic environment	Sep 94
PPG15 provides a full statement of Government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment.	
Planning Policy Guidance 16: Archaeology and Planning	Nov 90
PPG16 sets out Government policy on archaeological remains on land, and how they should be preserved or recorded and gives advice on the handling of archaeological remains and discoveries.	
Planning Policy Guidance 17: Planning for open space, sport and recreation	July 02
PPG17 sets out Government policy for securing high quality, well managed and maintained and accessible open spaces, sports and recreational facilities in the urban area and the countryside.	
Planning Policy Guidance 19: Outdoor advertisement control	Mar 92
PPG19 sets out the Government's policies for controlling the impact of outdoor advertisements.	
Planning Policy Guidance 21: Tourism	Sep 92
PPG21 outlines the economic significance of tourism and its environmental impact, and therefore its importance in land-use planning.	
Planning Policy Statement 22: Renewable energy	Aug 04
PPS22 sets out the Government's policies for renewable energy, which planning authorities should have regard to when preparing local development documents and when taking planning decisions.	
Planning Policy Statement 23: Planning and pollution control	Nov 04
PPS23 complements the new pollution control framework under the Pollution Prevention and Control Act 1999 and the PPC Regulations 2000.	
Planning Policy Guidance 24: Planning and noise	Sep 94
PPG24 gives guidance on the use of planning powers to minimise the adverse impact of noise.	
Planning Policy Statement 25: Development and Flood Risk	Dec 06
PPS25 gives guidance to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk.	

The London Plan

4.4 The Core Strategy is required to be in general conformity with the London Plan prepared by the Greater London Authority.

4.5 The London Plan was adopted in February 2004.

4.6 The vision of the London Plan is to develop London as an exemplary, sustainable world city, based on three interwoven themes:

- Strong, diverse long term economic growth
- Social inclusivity to give all Londoners the opportunity to share in London's future success
- Fundamental improvements in London's environment and use of resources.

4.7 Working with strategic partners, setting priorities for the Greater London Authority (GLA) group, and in exercising his planning functions, the Mayor of London seeks to implement the following objectives, which he stresses DPD objectives should take fully into account:

- To accommodate London's growth within its boundaries without encroaching on open spaces
- To make London a better city for people to live in
- To make London a more prosperous city with strong and diverse economic growth
- To promote social inclusion and tackle deprivation and discrimination
- To improve London's accessibility
- To make London a more attractive, well designed and green city

4.8 In October 2005, the Mayor of London published Draft Early Alterations to the London Plan. These seek to update the London Plan by:

- Bringing forward new housing provision targets based on the London Housing Capacity Study published in 2000
- Identifying the number and type of new or enhanced waste processing facilities required and opportunities for their broad location
- Setting out the necessary provision for land won aggregates in East and West London.

These early alterations were adopted and published in December 2006.

4.9 In September 2006 Draft Further Alterations to the London Plan were published for consultation. In December 2006 a Draft Minor Alteration on Borough Level Waste Apportionment was published for consultation. An Examination in Public is due to be held in June 2007 into these early and draft minor alterations.

4.10 Supplementary Planning Guidance (SPG) to the London Plan

provides additional information to support the implementation of the Mayor's London Plan (the Spatial Development Strategy). As SPG this does not set new policy, however, it has been taken into account in preparing the Core Strategy as it is a further material consideration due to the weight it has as a supplement to the London Plan. As of April 2007, the following SPG has been published by the Mayor of London:

- Sustainable Design and Construction (May 2006)
- Housing (November 2005)
- Accessible London: Achieving an Inclusive Environment (April 2004)

- 4.11 The Mayor of London has also published development frameworks for each of London's sub-regions. Havering is within the East London sub-region along with the City of London and the boroughs of Hackney, Tower Hamlets, Newham, Barking and Dagenham, Redbridge, Lewisham, Greenwich and Bexley.
- 4.12 Part One of the East London Sub Regional Development Framework (SRDF) sets out an overall direction for the sub-region reflecting the fact that East London is the Mayor's priority area for development, regeneration and infrastructure improvement. Part Two looks at implementation. In particular, it quantifies the various impacts of the growth that is projected to take place in the sub-region and proposes how it can be accommodated in the right place, at the right time and in a sustainable way.
- 4.13 The SRDF provides non-statutory guidance on the implementation of the London Plan, and, therefore, does not usurp, supersede or otherwise change London Plan policy. New information is only included as best practice guidance and to secure and inform the implementation of existing policy. However, as it has been issued by a key strategic partner, following three months of consultation, it is a material consideration for stakeholders.

Other relevant plans, policies and strategies

- 4.14 PPS12 explains that; 'local planning authorities should adopt a spatial planning approach to local development frameworks...(and that)...spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function... Local planning authorities should therefore take account of the principles and characteristics of other relevant strategies and programmes when preparing local development documents and in particular the core strategy.'³
- 4.15 Havering Council has therefore thoroughly appraised all relevant policies and programmes to ensure that the Core Strategy fully integrates the existing and future plans of all those with a stake in the future planning of the borough. The most important of these is the Havering Strategic Partnership's

³ PPS12, Local Development Frameworks, ODPM July 2006

Community Strategy. In line with PPS12 this provides the framework for the Vision of the Core Strategy and is set out in **Section 6**. The other policies and programmes are covered where relevant under the respective Core Strategy policy, and are too numerous to mention here. Annex 2 provides a selected list of strategies and programmes at the national, regional and local level which have been taken into account in preparing the Core Strategy. This list also includes the key components of the evidence base, and in some instances important parts of the evidence base are contained within local and regional strategies.

5 Key Issues for the Core Strategy

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5.1 This section focuses on the key issues that the Core Strategy addresses. It looks first at Havering's key strategic location and then focuses on the headline data in each of the twelve key themes looking first at the major pressures on land. It then looks at how to balance development pressures so that present needs can be met without compromising the ability of future generations to meet their own needs as a precursor to establishing a vision that the plan is working towards. The structure of this and succeeding sections is therefore as follows:

- Places to Live
- Places to Work
- Town Centres
- Culture
- Community Needs
- Transport
- Waste
- Minerals
- Green Belt
- Environmental Management
- Design
- Heritage

5.2 This then leads into a presentation of the Core Strategy Vision and related objectives based on these themes and the framework set by the Havering Strategic Partnership's Community Strategy. This section does not present the entire evidence base, as this is covered in more detail or signposted within the reasoned justification of the respective Core Strategy policy.

Introduction to Havering

5.3 Havering is the third largest London Borough and is located in north east London. It covers 11,227 hectares. It is adjoined by the London Boroughs of Redbridge, Bexley, and Barking and Dagenham and by the Essex Districts of Thurrock, Brentwood, and Epping Forest. The River Thames forms the southern boundary to Havering. It is a mainly prosperous borough with a diverse and successful economy although there are local pockets of social deprivation. More than half of the borough is in the Green Belt with significant areas of the remainder mainly suburban in character and appearance. The borough includes Romford which is an important town centre for north east London. There are smaller but significant centres at Hornchurch, Upminster, Rainham, Elm Park, Harold Hill and Collier Row.

Havering's Strategic Location

5.4 Havering enjoys a key strategic location within London, the Thames Gateway and the South East and is in close proximity to the heart of the Olympic Games.

- Is less than 20 minutes away from Central London

Nearly 60,000 Havering residents commute into other parts of London; in particular, central London and Canary Wharf. Liverpool Street Station which is the Gateway to the Square Mile and is less than 20 minutes away from Romford and Fenchurch Street less than 30 minutes from Upminster. Accessibility will be improved to Romford in the future by the proposed Crossrail scheme.

- At the heart of the Thames Gateway

Thames Gateway is a key priority for London and national government. Government regional planning guidance on Thames Gateway (RPG9a, 1996) identified the area (within and outside London) as presenting 'the main opportunity for growth' within London and the South East.⁴ In February 2003, the Office of the Deputy Prime Minister launched the Sustainable Communities Action Plan (SCAP).⁵ This confirmed that the Thames Gateway would be one of four priority areas for the development of new residential communities, in order to tackle South East England's persistent housing supply crisis. The Mayor's London Plan confirms its importance.⁶ Within the Thames Gateway area defined by RPG9a are fourteen 'zones of change', six of which are within London. London Riverside which covers the riverside areas of Havering and Barking and Dagenham is identified as a Zone of a Change, and in April 2004 the Mayor of London endorsed the London Riverside Urban Strategy. This sets out a vision to 2016 for the regeneration of this area which focuses on the creation of compact mixed urban communities, a leading centre for innovation and high-tech manufacturing, for industries that serve London and environmental technology.⁷ The Rainham Marshes are highlighted as potentially a regionally important environmental and leisure asset for East London. Rainham Village is recognised by English Heritage as the key historic centre in the Thames Gateway.

- Minutes away from the Olympic Park

The heart of the Olympics will be the Olympic Park in Stratford. This is less than 10 minutes from Romford by train and, therefore, Havering has the potential to play a key role in supporting this event during the early part of the plan period.

⁴ Regional Planning Guidance Note 9a, The Thames Gateway Planning Framework, ODPM, 1996

⁵ Sustainable Communities Building for the Future, ODPM, February 2003

⁶ The London Plan, GLA, 2004

⁷ London Riverside Urban Strategy, London Riverside Action Group, April 2004

- Enjoys good access to the London-Stansted-Cambridge Corridor

The origin of the London-Stansted-Cambridge Growth Area concept lies in the Regional Planning Guidance for the South East (RPG9), published in March 2001.⁸ It too has been confirmed as one of the four priority areas in the Sustainable Communities Action Plan.

- Has good access to M25 and routes into South East and Europe

The A12, A13 and A127 provide high quality trunk road access to the M25 which in turn provides access to London and the south east; the nation's economic 'engine-room', and good access to the Essex and Kent ports. The new Channel Tunnel Rail Link stations at Ebsfleet and Stratford will further enhance Havering's strategic position which looks west to the rest of London and east to Europe.

Places to live

- 5.5 In 2001 Havering's population was 224,000⁹. Although Havering's population fell by 3% between 1991 and 2001 it is forecast to grow by 3% by 2021.¹⁰ More significantly, the number of households is forecast to grow by 7.5% in the same period. This reflects the trend towards households becoming smaller in size. However, it must be seen in the context of Havering, compared to London as a whole, having a low proportion of one person households and a low proportion of households comprising of married couples with no dependent children. Conversely, Havering has the highest proportion in London of households comprising couples with dependent children.¹¹

Table 1 – Household and Population growth (thousands)

	2001	2004	2011	2016	2021	2026	2031
Persons	224.7	224.2	230.3	231.6	231.8	232.9	234.5
Households	91.9	93.5	96.8	98.5	99.3	100.0	100.6
Ave Household size	2.45	2.40	2.38	2.35	2.33	2.33	2.33

Source - DMAG Briefing 2005/33-GLA-September 2005

- 5.6 In 2001 Havering had the highest proportion of older people of any London Borough. The proportion of elderly people 65 + will actually decrease from 17.7%-15.6% from 2001-2021 due to the increase in new households. Within the same period there are forecast increases in the proportion of the very young (under 4). However, there are also increases in the very old (over 85).

⁸ Regional Planning Guidance for the South East, ODPM, March 2001

⁹ Census 2001

¹⁰ DMAG Briefing 2005/33, GLA, September 2005

¹¹ Focus in London, GLA, 2005

By 2011 there will be a 13% increase in the number of people aged 80-84 and a 30% increase in those over 85.

- 5.7 A key issue for the Core Strategy to address, therefore, is the needs of the borough's ageing population, in particular demands on extra care accommodation, and the need to create accessible environments and homes adapted to the exigencies of life which are equally important for households with very young children.
- 5.8 These population/households figures reflect the results of the 2005 London Housing Capacity Study. This estimates that there is the potential for 535 new homes per year to be built for the ten year period 2007/8 to 2016/17. This housing capacity comprises capacity from known large sites and presumed capacity from small sites. The two main sources of housing within the plan period are at London Riverside and Romford Town Centre. Between 2001-2005, an average of 392 new homes per year have been completed. 95% of these were developed on brownfield land at an average density of 75 units per hectare double that achieved in 1995, although the fifth lowest in London.¹²
- 5.9 535 new homes a year represents an increase of the existing number of dwellings in the borough of 0.6%. Most of Havering's existing 92,000 dwellings are suburban in character. In fact, Havering has the second highest number of semi detached homes in London as a proportion of total stock (42%) and the lowest proportion of flats of any London Borough. It is the only East London Borough with more than 10% of its stock being detached. Havering has the highest proportion of owner-occupied housing in East London; however, there are important local concentrations of local authority/housing association stock in Waterloo Road, the Mardyke Estate and Harold Hill.
- 5.10 Sub-regionally, therefore, Havering plays an important role in offering a diversity of and quality of housing stock and a residential environment which is scarce in other parts of East London. This is particularly true of the pockets of executive housing which exist in Emerson Park, Hall Lane and Gidea Park. These housing areas play an important function in the local economy by providing housing for high earners and play an important part in retaining and attracting business into the borough as well as contributing to the character of the borough.
- 5.11 Falling household sizes may be offset by increasing birth rates, and moderated by people wanting to live in properties greater in size than they need. This is often the case with older people and can influence the number of large dwellings available within the housing market. House price data for January-March, 2004/05/06 shows that detached houses prices have increased 16%, semi-detached by 10%, terraced by 4%, and flats by 14% with prices increasing overall by 11%.

¹² London Annual Monitoring Report 2, GLA, February 2006

Table 2 – Housing prices 1st quarter 2004 - 2006

Detached		Semi-Detached		Terraced		Flat/Maisonette		Overall	
Av Price £	Sales	Av Price £	Sales	Av Price £	Sales	Av Price £	Sales	Av Price £	Sales
January-March 2006									
390,519	87	238,282	301	194,441	274	155,290	209	219,782	871
January-March 2005									
411,032	95	232,485	251	194,566	259	150,915	170	223,806	775
January-March 2004									
329,584	99	214,710	428	186,981	436	133,935	288	195,540	1251

Source – Land Registry

- 5.12 A key issue for the Core Strategy to address will be to ensure the right mix of new housing is provided with regard to Havering's changing composition whilst maintaining and enhancing Havering's residential character.
- 5.13 As well as ensuring that the types and sizes of new housing meets forecast demand it is also important that housing 'affordability' is addressed. The Barker Report (March 2004) found that the supply of new homes consistently lags behind demand and, therefore, the numbers of new homes must rise substantially to reduce house price inflation and increase the number of affordable new homes to buy or rent.¹³ The plan will need to address the nature of this supply to ensure that local and sub-regional housing need is met. The affordability issue is striking. In 2006, the estimated average gross earned household income in Havering was £27,730.¹⁴ In Jan-March 2006 the average dwelling price was £219,782, 8 times the average household income.¹⁵ The Havering Housing Needs Survey Update 2006 identifies a need in Havering for 875 additional affordable homes between 2006-2011 years. This survey also evidenced that there was a significant need for family sized accommodation amongst those seeking 'affordable' housing.
- 5.14 A key issue for the Core Strategy will be to ensure an appropriate level and type of affordable housing is provided for those on low and intermediate incomes to help address increased incidences of homelessness, ensure everyone has access to a decent home, whilst having regard to the economics of supply.

Places to Work

- 5.15 In 2004 unemployment in Havering was 2.8% which was significantly less than London (7.4%). However, differences in economic inactivity, 20.7% for Havering against 25.5% for London are less marked and reflect the high proportion of elderly people in the borough.

¹³ The Barker Review of Housing Supply, HM Treasury, 2004

¹⁴ Havering Housing Needs Survey Update, LB Havering, 2006

¹⁵ Land Registry

- 5.16 In 2003 over 85% of people working in Havering were employed in service industries with only 6% working in manufacturing. By far the two most significant sectors are retail, accounting for 1 in every 6 jobs, and business services, accounting for 1 in every 8 jobs. All the major sectors enjoyed significant employment growth from 1993-2003 except manufacturing and public administration.
- 5.17 Altogether there are 9,000 businesses in Havering. 75% of businesses in Havering employ fewer than 10 people but larger employers such as Ford, Aon, Tilda Rice and Martindale Pharmaceuticals and Havering Council employ over half the local workforce.
- 5.18 Havering's Employment Land Review shows that by 2018 Havering is predicted to have the following employment profile.¹⁶

Table 3 – Future employment by sector

Employment Sector	Year		% change
	2005	2018	
Primary and utilities	876	436	-50%
Manufacturing	5,700	4,573	-20%
Construction	7,513	4,882	-35%
Wholesale	6,196	7,580	+22%
Retail	12,272	13,003	+6%
Hotels and Restaurants	5,665	7,685	+36%
Transport and Communications	6,942	6,651	-4%
Financial Services	4,984	6,356	+28%
Business Services	16,675	21,897	+31%
Public Administration	2,478	2,668	+8%
Health and Education	16,675	17,674	+6%
Other services	4,941	7,975	+61%

Source – Havering Employment Land Survey 2006

The numbers of people employed in the construction sector may increase with the pace and scale of construction activity in the borough.

- 5.19 Employment growth is expected to be centred on town centre based jobs such as financial and business services, hotel and restaurants and retail. The forecast reduction in primary and utilities, manufacturing, construction and transport and communications employment will reduce the amount of employment land needed throughout the plan period.
- 5.20 The Core Strategy will need to consider how much employment land can be released to address Havering's changing employment profile. At the same time it will have to meet the needs of business, and ensure their growth in predominantly town centre based sectors can be delivered. The Core Strategy also needs to consider what role it can play in stimulating particular sectors of the economy, for example:

¹⁶ Table 8.1, Havering Employment Land Review, URS, 2005

- Rainham has the potential to become a major centre for leisure and tourism with plans well advanced for the London Riverside Conservation Park, offering wider regeneration benefits for London Riverside.
- In 2006 Ford announced a plan to invest £1 billion in research and development across its UK sites including the Dagenham Estate. This reaffirms the future of advanced manufacturing in Havering and the potential to establish related clusters adjacent to the Ford estate and the Centre of Engineering and Manufacturing Excellence (CEME).

5.21 Improving access to training will help increase employment opportunities for Havering residents, reduce the mismatch between available skills and skills required and help alleviate spatial inequalities in the borough. Havering is the best performing all-comprehensive Education Authority in England but the pattern in post-school qualification achievement is more mixed. Relatively few students from Havering schools go into higher education including university.

Table 4 – NVQ qualifications 2003/2004

	Havering (numbers)	Havering (%)	London (%)	GB (%)
NVQ4 and above	20,000	14.4	30.8	25.2
NVQ3 and above	43,000	31.9	45.0	43.1
NVQ2 and above	74,000	54.8	59.0	61.5
NVQ1 and above	100,000	74.0	69.7	76.0
Other Qualifications	15,000	11.4	16.4	8.8
No Qualifications	20,000	14.6	13.9	15.1

Source - Local Area Labour Force Survey (3/03 – 2/04)

Town Centres

- 5.22 Havering's town centres are a focus for retailing, services, employment and increasingly a place to live. Romford is Havering's main centre serving Essex, East London and the Thames Gateway and has thrived on the competition offered by Lakeside. It has benefited hugely from major new developments and investment. Romford is a Metropolitan Centre. There are six district centres, with Upminster and Hornchurch classified as major district centres. There are a diffuse network of major and minor local centres which provide day to day shops and services for residents especially the borough's elderly and those who are less mobile.
- 5.23 Retailing is the main function of Havering's town centres and is, by far, the main source of employment in the borough (see Table 3). Whilst the future viability of the town centres will depend on securing the right mix of shops, services, cultural and community facilities and housing, retail will continue to be their raison d'être.

- 5.24 Data from Havering's Retail and Leisure Study shows that whilst expenditure in both the comparison and convenience goods sectors is forecast to grow by 2018, growth in comparison goods is significantly stronger than in convenience goods.¹⁷

Table 5 - Comparison and convenience goods expenditure 2006 – 2018

	£ million								
Year	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8	All Zones
Growth in comparison goods expenditure									
2006-18	36.9	37.9	56.6	38.1	112	94.6	117.3	73	566.4
Growth in convenience goods expenditure									
2006-18	4.8	4.0	8.1	5.1	20.5	10.8	21.9	12.9	88.1

Zone	Name
Zone 1	Rainham
Zone 2	Upminster
Zone 3	Harold Hill
Zone 4	Collier Row
Zone 5	Romford
Zone 6	Hornchurch and Elm Park
Zone 7	Dagenham Heathway
Zone 8	Chadwell Heath

Source – Havering Retail and Leisure Study 2006

- 5.25 By applying market shares, spending patterns, sales densities and taking into account new retail floorspace, and making an allowance for an increase in the trading performance of existing retail floorspace, future comparison and convenience floorspace requirements for Romford and the district centres have been identified which the Core Strategy/Romford Area Action Plan will need to plan for.

Table 6 – Havering centres future floorspace requirements

Centre	Existing gross retail floorspace m²	Strategy	Indicative comparison floorspace requirement to 2018 (m² gross)	Indicative convenience floorspace requirement to 2018 (m² gross)
Metropolitan				
Romford	152,600	Consolidation/Expansion	12,000-30,000	1,000-1,400
Major District				
Hornchurch	32,300	Consolidation	800-2,000	1,500-1,900
Upminster	33,900	Consolidation	600-1,600	300-400
Minor District				
Rainham	12,500	Expansion	200-600	600-900
Elm Park	11,200	Consolidation	100	1,500-1,900
Collier Row	9,900	Consolidation	100	300-400
Harold Hill	9,400	Consolidation	200-400	1,000-1,400

Source – Havering Retail and Leisure Study 2006

¹⁷ Havering Retail and Leisure Study, LB Havering, 2006

- 5.26 The Havering Retail and Leisure Study found that there are low levels of expenditure 'leakage' as Havering residents tend to shop locally rather than outside the borough. This is especially true for convenience goods and reflects the good spread of foodstores throughout Havering. There is more leakage in comparison expenditure but the overall level is relatively low considering the proximity of Lakeside. In addition there is a significant amount of inflow of retail expenditure into the borough particularly for comparison goods which is forecast to total £170 million by 2018. A key issue for the Core Strategy will be to maintain and enhance the viability of Havering's town centres by planning for future retail growth and increasing their attractiveness by facilitating a diversity of different uses.

Table 7 - Main destinations for leakage of comparison and convenience goods expenditure – 2006

Comparison			Convenience		
Centre	Comparison turnover drawn from residents of study area 2006 (£m)	% of comparison turnover drawn from residents of study area 2006 (%)	Store	Convenience turnover drawn from residents of study area 2006 (£m)	% convenience turnover from residents of study area 2006 (%)
Lakeside	243.6	24	Asda Walmart, Dagenham	35.0	6.7
Bluewater	20.0	2	Tesco Extra, Goodmayes	25.5	4.9
Ilford	18.1	2	Tesco Extra, Lakeside	6.4	1.2
West End	14.6	1	Other	33.6	6.4
Other centres	53.8	5	Total Leakage	100.5	19.2
Total leakage	350.1	34			

Source - Havering Retail and Leisure Study 2006

Culture

- 5.27 Culture covers indoor and outdoor sports and leisure facilities, parks and open spaces, arts and creative activities and industries, libraries, heritage, museums and entertainments uses.
- 5.28 Havering has 126 parks and other publicly owned open spaces. There is a relatively good quantity of public parks with some 3.32ha per 1,000 population.
- 5.29 Havering's Open Space and Sports Needs Assessment identifies that in terms of sports facilities up to 2016 there will be a need for up to twenty junior football pitches, two additional artificial turf pitches, three additional sports

halls and a swimming pool in Romford.¹⁸ A key issue for the Core Strategy is to ensure that residents have convenient access to open spaces in line with the open space hierarchy and adequate access to sports facilities.

- 5.30 Havering's urban fringe offers a number of informal recreation opportunities. Over 50% of the borough is Green Belt, and 70% of this is covered by the Thames Chase, which includes over 400 hectares of tree cover. Adjacent to the Thames Chase near Rainham are the Rainham and Wennington Marches SSSI which provide the basis for the London Riverside Conservation Park. Penetrating the urban fringe and linking it with the urban area is a network of public footpaths, green chains and bridleways. A key issue for the Core Strategy will be how to maintain and enhance the important recreational function of Havering's urban fringe in view of its contribution to the local quality of life and attendant health benefits.
- 5.31 In terms of entertainment and arts facilities, centres in Havering have different strengths. Whilst Hornchurch is the centre for arts in Havering, Romford has been the centre for evening entertainment. Upminster and Hornchurch also have a strong 'eating-out' offer. The remaining district centres contain limited non-sport cultural facilities.

Table 7 - Number of entertainment, culture and arts facilities in town centres

	Romford	Hornchurch	Rainham	Elm Park	Harold Hill	Collier Row	Upminster
Restaurants and cafes	69	34	6	7	9	9	31
Pubs and Bars	22	8	3	2	4	3	7
Nightclubs	6	0	0	0	0	0	0
Cinemas	1	0	0	0	0	0	0
Theatres	0	1	0	0	0	0	0
Other arts and culture facilities	1	2	1	0	1	1	1
Other entertainment facilities	3	1	1	0	0	0	0

Source - GLA Town Centre Health Checks 2004

- 5.32 Havering's Retail and Leisure study estimates that growth in leisure spending will grow significantly by 2018.

¹⁸ Havering Open Space and Sports Needs Assessment, LB Havering, 2006

Table 8 - Expenditure to support new leisure facilities

Year	Expenditure per capita (£m)	Available Expenditure (£m)	Growth in Expenditure (£m)
2006	1,712	576	0
2009	1,785	612	35
2013	1,887	661	81
2018	2,023	722	139

Source – Havering Retail and Leisure Study 2006

- 5.33 An important issue for the Core Strategy will be to ensure that residents have convenient access to professional and community arts provision, and therefore that this household expenditure leads to a diversified cultural provision within Havering's town centres. An important objective will be to avoid the difficulties that have arisen in Romford where there has been an overconcentration of a limited range of particular entertainment facilities that have a relatively limited appeal and have prevented the centre from appealing to a wider cross section of the community.

Community Needs

- 5.34 The infrastructure needed to serve existing and new households is vital to ensuring social inclusion and improved quality of life. This infrastructure covers a person's needs from birth to death and includes, childcare facilities school, healthcare, facilities for the elderly, places of worship and cemeteries and crematoria. The preparation of this plan is based upon an understanding and awareness of demographic changes taking place in Havering as this is necessary to ensure the right infrastructure is provided in the right place. Demographic changes in Havering are likely to increase not only the need for community facilities but require a more diverse range of facilities than have previously been provided. The demographic changes taking place will be complex and have a number of implications for the delivery of community services and facilities. It is possible to identify three main trends which the Core Strategy will need to plan for in particular:

- An aging population and significant forecast increase in the numbers of people over 85 years old
- An increasing birth rate but falling school rolls
- Overall population growth with increasing ethnic diversity

- 5.35 Regard also needs to be had to remedying any existing deficiencies in service and facility provision, especially spatial inequalities in the distribution and availability of facilities in different parts of the borough. Havering is a relatively affluent borough but this hides localised deprivation. In particular, parts of Harold Hill, Mardyke in Rainham, and Waterloo Road in Romford, fall within the 20% most deprived areas in England.¹⁹ These areas tend to suffer from poor education achievement, poor health and poor housing conditions.

¹⁹ The Indices of Multiple Deprivation, 2004

- 5.36 In general terms Havering is a relatively healthy borough but over 11,000 households (almost 12% of the borough total) contain someone with a physical disability, equating to 11.8% of all households.²⁰ Moreover, there are significant spatial variations in health. The north of the borough, primarily Gooshays and Heaton wards, has poorer health with regard to most measures. Other areas that experience worse than average health occur in the west and south of the borough for example in the Waterloo and Mardyke Estates. Residents in the centre and east of Havering experience better than average health, in some cases markedly so.²¹ Premature deaths under 75 years occur at twice the rate in the most deprived wards, compared with wards having least deprivation. Reporting of long-term, limiting illness (or condition or disability affecting ability to work), collected through Census returns, ranges from 5.1% (Upminster) to 10.2% (Heaton).
- 5.37 One of the main issues affecting quality of life is access to local doctors and medical services, and this is governed mainly by length of GP lists. In Havering the average list at 2004 was 2,346 patients per full-time equivalent (similar to LB Newham), against the NHS standard of 1,800 patients.
- 5.38 Havering was the highest performing all-comprehensive Education Authority in England overall in 2004. However, although adult attainment to NVQ2 or equivalent level is just above the London average, only 11.6% of working age population is qualified to NVQ4 level or above – the London average was 19.8%.
- 5.39 A key issue for the Core Strategy will be to ensure that the needs of existing and new households are met, that existing spatial inequalities particularly in healthcare are remedied, and that local deprivation is tackled at source.

Transport

- 5.40 Transport for London measures public transport accessibility using Public Transport Accessibility Levels (PTAL) on a scale of 1-6 with 6 being very accessible and 1 indicating poor public transport accessibility.

²⁰ Havering Housing Needs Survey Update, LB Havering, 2006

²¹ OFSTED 2004

Table 9 – Havering Public Transport Accessibility Levels

Centre	Public Transport Accessibility Level	Principal public transport modes
Romford	5-6	Train and bus
Upminster	3-4	Tube, train and bus
Hornchurch	3-4	Bus
Upminster Bridge	3-4	Tube and bus
Gidea Park	3-4	Train and bus
Harold Wood	3-4	Train and bus
Elm Park	3-4	Tube and bus

Source – LB Havering 2003

- 5.41 Outside of these centres there is a relatively low density of public transport across much of the borough and this is reflected in the lower PTAL levels of 1-2. In percentage terms from 1994-1999 to 2004 whilst bus and coach traffic increased by 10% or more across London, Havering's levels have decreased by 10% or more. Car ownership levels in Havering reflect this and are high compared to those parts of inner London where there is much greater provision of, and accessibility to, public transport facilities. In 2001 in Havering there was, on average, more than 1 car per household. Consequently, the car is the dominant mode of transport in Havering with 47% of journeys in Havering made by car, compared to 33% for the whole of London. 18% of journeys are made by train and only 7% by bus, compared to 12% and 11% for the whole of London. Between 1994-2004 traffic growth increased by 5.6% or 0.5% per annum, compared to 4.9% and 0.4% per annum for London. This coincided with a growth in the number of people in employment locally and a growth in the number of households.
- 5.42 A significant percentage of all journeys are those made to and from work. Of the 41,000 people who work in the borough, 62% commute by car, whilst 12% travel by bus and 11% arrive on foot. 23,000 people travel into the borough from surrounding areas and around 50% of Havering's residents commute to work outside the borough. Twice as many people in Havering (28%) commute over 20 km to work than from any other authority in London.
- 5.43 A key issue for the Core Strategy will be to aim to minimise the need to travel through the location and design of new development and its relationship to transport links and users. Where travel is necessary to promote sustainable forms of transport whilst recognising that people will continue to use their cars. This is a major issue in London Riverside where future growth particularly housing and tourism is predicated on significant improvements to public transport.

Waste

- 5.44 Havering Council is taking forward a Joint Waste Development Plan Document with the London Boroughs of Redbridge, Barking and Dagenham and Newham. As part of its preparation, the evidence base will be developed and options explored for how the amount of waste which these boroughs will need to plan for may grow or decline over the plan period and how best to manage this with regard to the waste hierarchy, waste recycling and composting targets, and the principles of proximity and self sufficiency. This not only needs to consider waste generated within the East London Waste Authority (ELWA) area but also waste from outside the ELWA area.
- 5.45 The Core Strategy, therefore, needs to set the broad strategy for waste management and for the broad location of waste management facilities to provide the framework for the preparation of the Joint Waste Plan without prejudicing the conclusions that it may reach. Broad data on current waste arisings is provided below but the detailed evidence base is being prepared separately through the preparation of the Joint Waste Plan.
- 5.46 There are four main waste 'streams', Municipal Solid Waste, Commercial and Industrial Waste, Construction and Demolition Waste, and Hazardous Waste.
- 5.47 Analysis of recorded and estimated data from 2002/03 and 2004/05 shows that approximately 1.9 million tonnes of waste was produced within ELWA Boroughs, which is enough to fill one and a half Wembley Stadiums. Just over a quarter of this total is municipal solid waste (26%), with the majority arising from construction and demolition activities (42%) and commercial and industrial activities (29%).
- 5.48 Within the East London Waste Authority Area the following amounts of waste were generated in each of these streams:

Table 10 – Waste arisings in East London Waste Authority Area

Waste Stream	Tonnes	Year
Municipal Solid Waste	497,000	2004/05
Commercial and Industrial Waste	545,000	2002/03
Construction and Demolition Waste	800,000	2003
Hazardous Waste	34,376	2003

Source – East London Joint Waste Development Plan Document, Building the Evidence Base and Identifying Issues and Options Draft Final Report – Land Use Consultants and Environmental Resources Management Ltd –July 2006

- 5.49 Management routes in ELWA varied between the four waste streams, with around 82% of municipal solid waste being disposed to landfill and only 9% recycled, while the majority of construction and demolition waste (84%) and commercial and industrial waste (42%) was recycled. However 16% of municipal solid waste was recycled in 2004/05 in Havering.

Minerals

- 5.50 The Government's national and regional guidelines for aggregates provision in England 2001-2016 identify a need for land won minerals and gravel in London of 1.2 million tonnes per annum. In response to this, amendments to the London Plan published in August 2005 identify a requirement for London to meet an output of 1 million tonnes per annum until 2016, apportioning half of this to East London. Currently there are about 1 million tonnes of permitted reserves in Havering including dormant sites or currently non-working sites.
- 5.51 A key issue for the Core Strategy is to set in place a framework which will, with regard to the current supply position, make an appropriate contribution to the need to make provision across London for an output of 1 million tonnes per year whilst ensuring that any mineral extraction in Havering does not have an unacceptable impact on the environment or human health.

Green Belt

- 5.52 Over 50% of Havering is in the Green Belt which, apart from in the south of the Borough, almost entirely surrounds the built up area of the Borough separating it from the rest of London to the west and the built up area of Essex to the north and east. It has helped check urban sprawl and, therefore, direct development pressures to urban brownfield sites and in the process safeguarded the countryside from encroachment. This has enabled Havering's urban fringe to be protected and play an important role in providing accessible recreation and leisure opportunities close to local communities, as well as maintaining and enhancing biodiversity value.
- 5.53 A key issue for the Core Strategy is how to ensure that the Green Belt boundary remains defensible with regard to the purposes of including land within it and how to ensure that best use is made of this valuable resource with regard to Green Belt objectives.

Environmental Management

- 5.54 The key issue for the Core Strategy will be how to enhance and protect the environment and plan for and minimise its impact on the causes of climate change, whilst planning for adaptation and mitigation of its effects through the development process. It will need to focus particularly on reducing the need to travel through more sustainable patterns of development, promoting sustainable forms of transport and promoting sustainable forms of construction and maximising local renewable energy production potential.
- 5.55 The tables below show that whilst progress is forecast in tackling some emissions, CO₂ emissions (which are the principal contributor to climate change) is forecast to rise. The urgent need to address climate change has led the London Mayor to set challenging CO₂ reduction targets for London, with a reduction of 20% from 1990 levels by 2010 instead of the 12.5% target

for the UK identified in the Kyoto Agreement. The two principal sources of CO₂ emissions in Havering are transport and buildings which approximately account for 30% and 70% of all emissions respectively.

- 5.56 Likewise, there is still considerable work to be done to improve the quality of river water in Havering. The Core Strategy also needs to focus on other environment management issues such as biodiversity (Havering has 93 Sites of Importance for Nature Conservation including 3 Sites of Special Scientific Interest and is also host to a number of protected species), geodiversity, land contamination, air pollution, noise and light pollution and flood risk.

Table 11 - Apportionment of LAEI 2002 emission estimates to London boroughs from all emission sources in 2002, 2005 and 2010

	London borough PM10 (tonnes/yr)	NOX (tonnes/yr)	CO (tonnes/yr)	CO2 (tonnes/yr)
Havering 2002	143.873	2,622.134	3,996.385	546,813.602
Havering 2005	129.604	2,170.345	2,512.131	553,038.980
Havering 2010	108.435	1,648.558	1,713.038	562,925.128

	NMVOC (tonnes/yr)	Benzene (tonnes/yr)	Butadiene (tonnes/yr)	SO2 (tonnes/yr)	Methane (tonnes/yr)
Havering 2002	2,102.220	24.448	6.091	57.536	425.032
Havering 2005	1,843.702	20.711	4.417	55.090	416.788
Havering 2010	1,712.568	18.306	3.153	44.548	408.778

Table 12 – River Water Quality in Havering

River Water Quality in Havering (Source: Environment Agency)		
Environment Agency Category	Proportion of Rivers	Proportion of Rivers where action required
Very good	16.6 %	c. 33.3% acceptable
Fairly good	16.6 %	
Fair	33.3 %	c. 66.7% unacceptable

Source - Environment Agency 2005

Heritage

- 5.57 Havering has a major inventory of important heritage sites and areas. There are currently:

- 200 statutory and 224 locally listed buildings
- 3 Scheduled Ancient Monuments and 139 unscheduled sites

- Around half of the borough comprises Areas of Archaeological Potential
 - 9 Conservation Areas have been designated (3.5% of borough) as well as an Area of Distinctive Character and other design policy areas. All of the areas have unique characters which add considerable value to the borough's environment.
 - Also there are the Council's Romford and Hornchurch Heritage Strategies and work carried out by the London Parks and Gardens Trust on historic green spaces.
- 5.58 Havering also has significant archaeological interest. For example, the vestiges of Roman settlements and infrastructure, Hornchurch Priory, the medieval village centres, the Marshes and the two Havering Palaces.
- 5.59 The key issue for the Core Strategy will be how best to preserve and enhance sites, buildings, areas and landscapes of special architectural or historic importance and to consider the role they can play in regeneration.

6 The planning of the borough up to 2020: The Core Strategy Vision

6 The planning of the borough up to 2020: The Core Strategy Vision

Havering Strategic Partnership

- 6.1 In 2005, Havering Strategic Partnership updated the Havering Community Strategy, taking account of the issues and opportunities identified in the previous section, and after wide consultation with the community.

The Vision for Havering in the 2005 Community Strategy is:

- To create a safe, welcoming, healthier and more prosperous place where people choose to live, work and visit.

To realise the vision, the Partnership has adopted this mission:

- Make Havering an inclusive place in which to live, work and visit;
- Create a dynamic, prosperous economy driven by a well-educated and trained workforce;
- Create a thriving, successful and healthy community for all;
- Create a good quality of life in Havering for now and the future, through actions that contribute locally, nationally and internationally to sustainable development.

This will be delivered through a Community Strategy with six themes:

- A More Prosperous Community
- Improved Lifelong Learning
- Better Health and Welfare
- Increased Community Participation
- Protect and Improve the Environment
- A Safer Community

- 6.2 Achieving the vision will involve securing and managing positive changes in the towns, suburbs, and countryside areas which make Havering the place

that it is. Therefore, the aim of Havering's Local Development Framework, and especially the Core Strategy, is to protect and strengthen what is best about Havering, to create places of real quality which are enjoyable and fulfilling to live in, and to improve social, economic, and environmental opportunities for the whole community.

- 6.3 The following table shows how the Vision themes relate to the Community Strategy themes. The Vision is focused on delivering the Community Strategy themes and is also a product of an analysis of the policy context and evidence base as explained in Section 2 of this document.

		Community strategy themes					
		A more prosperous community	Improved life long learning	Better health and welfare	Increased community participation	Protect and improve the environment	A safer community
Vision themes	Places to live	✓		✓			✓
	Places to work	✓	✓	✓	✓		✓
	Town centres	✓			✓	✓	✓
	Culture	✓	✓	✓	✓	✓	✓
	Community needs		✓	✓	✓		
	Transport	✓		✓		✓	✓
	Waste management					✓	
	Minerals					✓	
	Green Belt			✓		✓	
	Environmental management			✓		✓	
	Design	✓		✓		✓	✓
	Heritage	✓				✓	

The Vision for the Core Strategy

- 6.4 This leads to the following vision for how Havering will change and develop by 2020.

Places to live

- Through partnership working with the Development Corporation and other agencies, London Riverside will have become a major mixed urban centre on the River Thames. Sustainable expansion of the communities of Rainham and South Hornchurch will have taken place within London Riverside, which will be home to 12,000 more people. Over 3,000 people will be living in Romford Town Centre. Collectively, these developments will help address housing need in the borough. Elsewhere, mixed use developments will be encouraged within

Havering's town centres, promoting linked trips and helping sustain the local economy.

2. Outside the town centres the borough's suburban character will be maintained and enhanced by sympathetic residential development which respects and makes a positive contribution to the existing context. All groups within the community will have good, affordable access to the housing they need, including those needing larger, family-sized accommodation.

Places to work

3. Havering will have a dynamic, prosperous economy founded on a strong skills base, a quality environment and a hierarchy of strategic and local employment sites. In particular, London Riverside will be a centre for advanced manufacturing and a wide range of modern industries clustered around the Centre for Engineering and Manufacturing Excellence, with tourism and leisure destination centred on the London Riverside Conservation Park. Environmental and 'green' industries will provide further new opportunities for economic growth and jobs. There will be a range of e-enabled knowledge-based industries within new mixed used developments in and around the borough's town centres. Havering residents will be equipped to get good quality, well-paid, jobs locally and in the Thames Gateway.

Town centres

4. Romford town centre, with the help of the Romford Town Centre Partnership, will continue to be East London's premier town centre thriving on the competition offered by Stratford to the west and Lakeside and Bluewater to the east. It will have built upon its traditional character, and have a safe, diverse, culturally rich and well managed evening economy offering a range of activities for people of all ages.
5. Upminster and Hornchurch will continue to be thriving town centres, providing a diverse mix of uses with a high quality retail offer and convenient local services. Hornchurch will be a sub-regionally important cultural centre anchored by the Queens Theatre and Fairkytes Arts Centre in attractive settings which complement their role.
6. Havering's town, district and local centres will be the focus of community life, offering a diverse mix of shops, services, housing, cultural and community facilities which meet the needs of the communities they serve. They will enjoy good public transport access and will be places to and in which more people choose to walk and cycle.

Culture

7. In recognition of its importance to its residents and visitors' quality of life, Havering will have a strong and well-developed cultural provision, including opportunities for sport and leisure activities, indoor and outdoor, convenient access to a network of open space, arts and creative activities and industries, and libraries, heritage centres or museums. Voluntary and community groups, including faith groups, will be able to find suitable premises and will be encouraged and supported.
8. Havering's countryside will offer an array of recreation and leisure opportunities through the continuing development of the Thames Chase, the extension of Havering Country Park and Dagnam Park and the provision of the London Riverside Conservation Park.

Community Needs

9. Spatial inequalities in Havering's health system will be reduced through the provision of additional, accessible facilities. Havering's cultural and leisure provision will enable people to pursue a healthier lifestyle through personal well-being and fitness from activities such as walking and cycling. Older people will be supported to live healthily and safely at home whenever possible. The new Oldchurch Hospital will be up and running in conjunction with a network of Primary Care Trust Centres. Improved availability of services and facilities in Havering's health care system will be achieved through the provision of additional accessible facilities.
10. Havering schools and colleges will maintain and build upon their reputation for excellence. More Havering residents will participate in further and higher education (including at universities, colleges and CEME), and lifelong learning, so that Havering residents improve their skills and qualifications, as well as extending their personal development at all stages of life.

Transport

11. Havering will enjoy a first class, integrated system for getting people and goods around the Borough that will provide choice, reduce the need to travel and promote healthier lifestyles and improve the quality of life for all sections of the community, including those who are less mobile and people with impairments. This will provide a competitive advantage for local businesses and will be a major attraction for people moving into the borough. New development will be focused on those parts of the borough most accessible to public transport.

12. Havering's transport system will consist of a comprehensive clean fuel bus network, rail links across London that provide convenient access to the Stratford Eurostar station, the Crossrail service through Romford, a new station on the Fenchurch Street line serving the new residents and employees of London Riverside, and East London Transit which will run from Barking to Rainham, then onto Elm Park, Romford, Harold Hill and Collier Row. Provision will continue to be made for cars in recognition that many people will continue to use them for travel, particularly in the suburbs, but overall traffic growth will be falling and many more people will choose to walk and cycle. The borough will continue to have excellent road links due to the A12, A13, A127 and M25.

Waste management

13. Havering will be dealing with a proportionate amount of domestic and commercial waste arising in the East London Waste Authority Area and Central London. Municipal and domestic recycling rates will be over 33% and the borough's landfill sites will no longer be used.

Minerals

14. The mineral industry in Havering will be sustainably managed, balancing the needs of society and the economy with the protection of the environment and the people who live, work and visit in Havering.

Green Belt

15. Development pressures will continue to be directed to brownfield land due to the continuing strong protection of the Green Belt which will cover over 50% of the borough.

Environmental management

16. Havering will be helping to address climate change by encouraging the highest standards of sustainable construction and design and ensuring development is protected from its effects.
17. The London Riverside Conservation Park will be London's premier environmental attraction. Generally, wildlife in Havering will flourish in all habitats, particularly in priority habitats, through the implementation of Havering's Biodiversity Action Plan.

Design

18. Havering will continue to be a safe place for residents, users of public open space, commercial enterprises and those employed within the borough as new developments will be designed to increase the safety of the borough's public and private realms.
19. Overall, Havering will continue to be an attractive, liveable, safe and fully accessible borough where developments are required to be high quality and design-led, contributing positively to the character of the borough, respecting the local heritage and creating an environment in which people want to live, stay and prosper.

Heritage

20. Havering's heritage will be maintained and enhanced and will provide a rich context for new development. Therefore, creative and sensitive responses will be demanded which recognise that the buildings and environments created in the future will be tomorrow's heritage.

7 Strategic objectives for the planning of the borough up to 2020

7 Strategic objectives for the planning of the borough up to 2020

- 7.1 These strategic objectives are focused on delivering the Vision of the Core Strategy and are, therefore, organised under the same twelve key themes.

Places to Live

- LV (A) Make Havering a place where people will want to live and where local people are able to stay and prosper, by ensuring that local and sub-regional housing need is addressed whilst maintaining and enhancing the character of Havering's residential environment which makes the borough such an attractive place to live.
- LV (B) Ensure the housing needs of the borough's more vulnerable people are met.
- LV (C) Achieve sustainable new communities in London Riverside and support the continuing urban renaissance of Romford Town Centre.

Places to Work

- WK (A) Create a dynamic prosperous economy driven by a well educated and trained workforce by addressing current land surpluses and skills shortages.
- WK (B) Promote London Riverside as a centre for advanced manufacturing and a wide range of modern industries including environmental and 'green' industries, supported by a tourist and leisure economy focused on the London Riverside Conservation Park.

Town Centres

- TC (A) Promote and enhance the centres, including local centres, within the town centre hierarchy, ensuring their future vitality and viability by enabling a diverse range of shops, services, housing, cultural and community facilities to be provided in convenient and accessible locations, and securing environmental improvements with recourse to external funding wherever possible.

TC (B) Promote Romford as a leading Metropolitan Centre serving Essex, East London and the Thames Gateway.

Culture

CU (A) Improve the provision for culture within the borough, including sport and leisure, parks and open spaces, arts and creative activities and industries, and libraries, and promote equality of access.

CU (B) Promote Hornchurch as the borough's key cultural centre.

CU (C) Promote the diversification of the borough's evening economy for the safe enjoyment of all sections of the community, particularly in Romford Town Centre.

Community Needs

CM (A) Make Havering a healthier place by addressing spatial inequalities in health, enabling people to lead healthier lifestyles and ensuring the provision of health facilities to meet existing and forecast demand, maintain and build upon Havering's reputation as a centre of excellence for education, and ensure that other essential social infrastructure is planned for to meet the demands of existing and new communities.

Transport

TR (A) Integrate planning and transport to reduce the need to travel, by concentrating major trip generating development in the borough's main centres and other places with good public transport access, and supporting the important role and function of the borough's local centres whilst recognising that many people will continue to use their cars for travel, particularly in the suburbs.

TR (B) Ensure that where travel is necessary that there is a choice of accessible modes of transport for people to take, through improved public transport particularly in the borough's most deprived areas and London Riverside, and creating the conditions for people to walk and cycle.

Waste Management

WM (A) Promote minimisation of waste and re-use of waste in line with the waste hierarchy and strive for sub-regional (ELWA) self-sufficiency in managing commercial and domestic waste arisings in line with the 'proximity' principle.

Minerals

MN (A) Promote re-use of minerals and only extract minerals within Havering provided strict sustainability criteria are met.

Green Belt

GB (A) Provide strong protection to the Green Belt and ensure recreational value is maintained and enhanced.

Environmental Management

EN (A) Ensure Havering reduces its impact on the environment (land, air quality, water and flooding) and minimises its impact on the causes of climate change, whilst planning for adaptation and mitigation of its effects.

EN (B) Maintain and enhance the borough's biodiversity and geodiversity, in particular the priority species and habitats identified in the London, UK and Havering Biodiversity Action Plans and the sites identified by the GLA Ecological Survey.

Design

DE (A) Create safe, liveable, accessible environments with distinct characters through high quality design-led development.

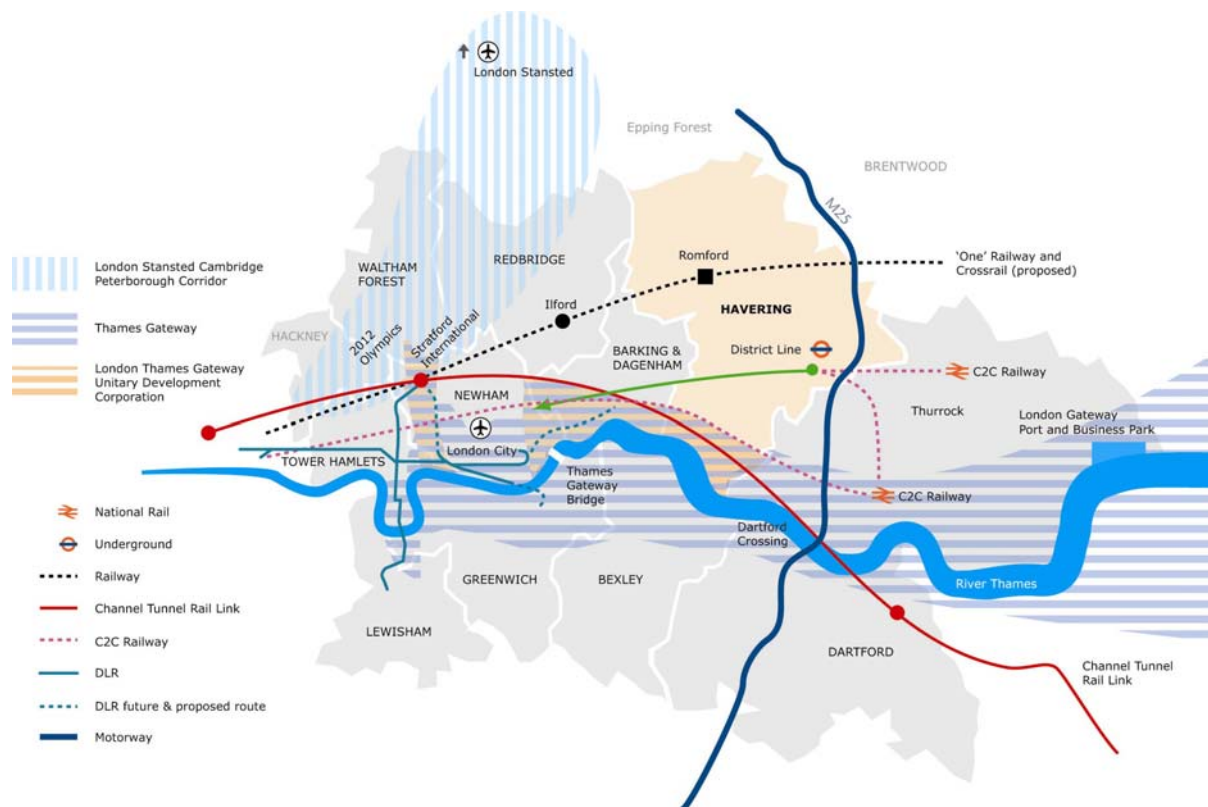
Heritage

HE (A) Preserve and enhance sites, buildings, areas and landscapes of special architectural or historic importance.

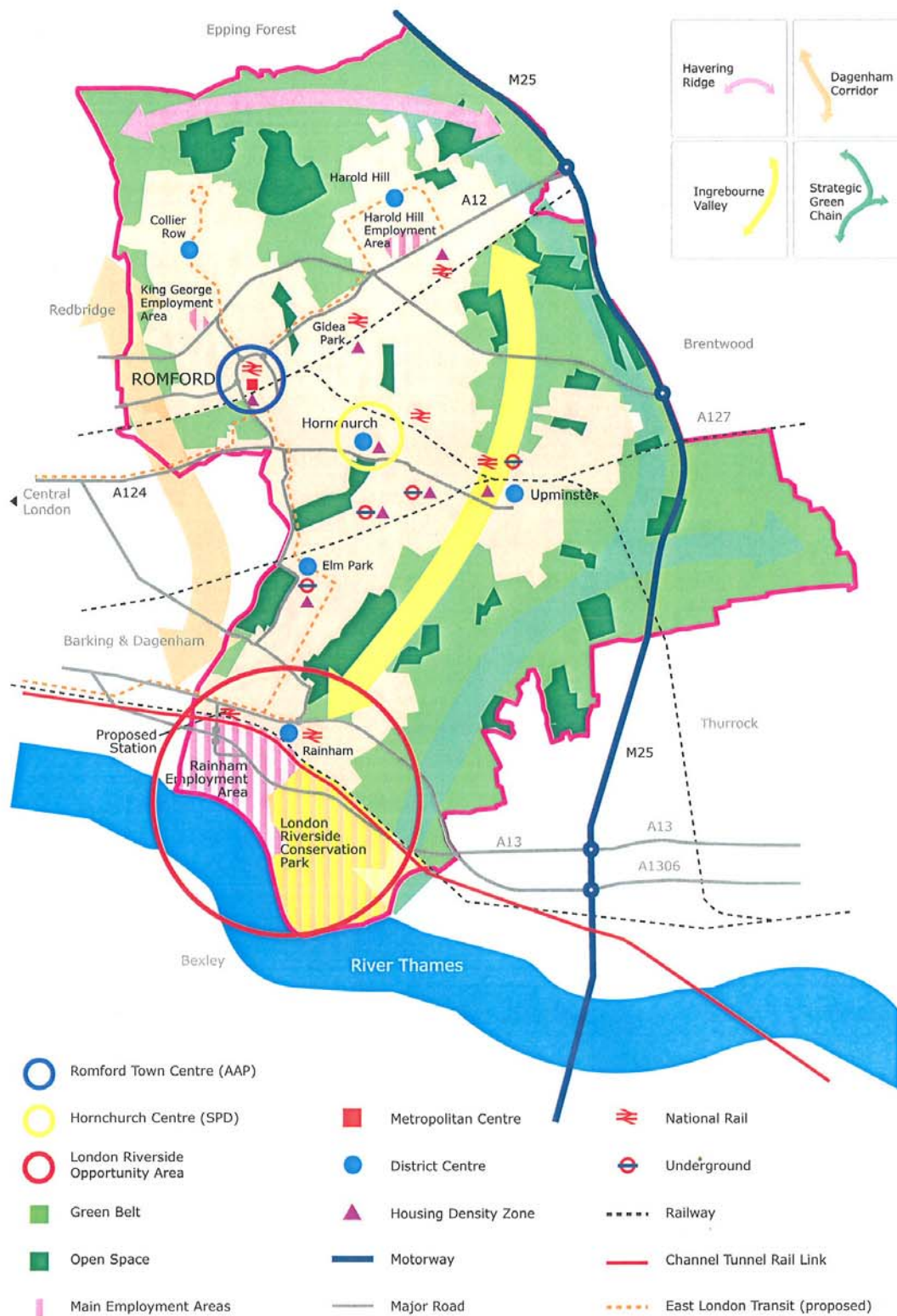
8 Key Diagrams

8 Key Diagrams

Key diagram 1 - Havering's strategic position within the sub-region



Key diagram 2 – A visual summary of the Core Strategy



9 Core Policies

9 Core Policies

- 9.1 The Core Policies establish a spatial framework for the borough up to 2020. They are ordered according to the objectives they are focused on delivering. Each Core Policy includes an explanation of the need for the policy with regard to the policy context and evidence base and sets out how the policy will be monitored so the Council can keep track of its effectiveness and the need for review. The Core Policies are also the product of the Sustainability Appraisal process and take account of the feedback received from the community and other stakeholders during the various consultation initiatives undertaken in preparing the Core Strategy, at the issues and options, preferred options and submission stages. The Core Strategy Sustainability Appraisal Report and Statement of Compliance should be consulted for more information on this.
- 9.2 The Core Policies are cross cutting and provide the framework for the Development Control Policies and, therefore, should not be read in isolation.

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PLACES TO LIVE



CP1- HOUSING SUPPLY

A minimum of 535 new homes will be built in Havering each year by:

- **prioritising the development of brownfield land and ensuring it is used efficiently**
- **developing the residential and mixed use sites identified in the Site Specific Allocation Development Plan Document (DPD) which includes sites within the London Riverside Opportunity Area**
- **bringing forward housing capacity through the Romford Area Action Plan**
- **outside town centres and the Green Belt, prioritising all non designated land for housing, including that land released from Strategic Industrial Locations and Secondary Employment Areas as detailed in CP3**
- **promoting mixed use development within town centres**
- **enabling high density mixed use development within Romford and the district centres**
- **the residential redevelopment or intensification of existing out of centre retailing sites**
- **bringing vacant properties back into use through the Council's Empty Property Strategy**
- **resisting the loss of housing**
- **preparing development briefs/masterplans/design codes as Local Development Documents for larger housing sites**
- **monitoring housing provision levels through the Housing Trajectory within the Annual Monitoring Report and provided in Annex 3.**

REASONED JUSTIFICATION

Housing supply

- 1.1 Ensuring an adequate housing supply to meet local and sub-regional housing need will be important in making Havering a place where people will want to live and where local people are able to stay and prosper. Appendix 9 of 'We're Housing People' identifies the main anticipated drivers of Havering's housing market to 2020 during consultation on its development.²² These drivers include economic growth as a result of changes in the job market, improving transport links, house price inflation and social and economic regeneration of lower demand areas.
- 1.2 The London Plan sets Havering the minimum target of building 350 new homes per year from 1997-2016.²³ Between 2001-2004 an average of 375 homes were built in Havering. However, this is based on an annual supply across London of 23,000 homes. The Mayor's preferred target is 30,000 which takes account of economic growth and existing housing need across

²² Appendix 9, We're Housing People, London Borough of Havering Housing Strategy 2004-2007, LB Havering 2004

²³ Table 3A.1, London Plan, GLA, February 2004

the capital. The Mayor's draft alterations propose a new London target of 31,505 homes a year from all sources with a corresponding annual provision target from 2007/08 to 2016/17 of 535 units for Havering.²⁴ This figure is derived from the London Housing Capacity Study (HCS), and this policy identifies the sources of new supply which were taken into account in arriving at Havering's capacity figure and inform the continuous five year supply of identified deliverable sites.²⁵

- 1.3 Consequently, the sites identified in the Site Specific Allocations and those sites which will emerge through the Romford Area Action Plan²⁶ will, as required by Planning Policy Statement 3: Housing (PPS3), collectively comprise 10 years supply of housing with regard to the revised London Plan target²⁷. Nonetheless, as evidenced by the Housing Capacity Study, the Council expects a significant amount of new housing to be from 'windfall' supply which is consistent with the London Plan which expects borough's to maximise housing supply.²⁸ The total capacity of the Site Specific Allocations and predicted capacity from the Romford Area Action Plan, together with anticipated supply from windfall sites comprises a 15 year housing supply in line with PPS3.²⁹ Annex 3 includes a Housing Trajectory which compares past performance on housing supply to future rates of anticipated supply up to 2020. This will be updated annually in the Council's Annual Monitoring Report and inform the continuous five year supply of identified deliverable sites.
- 1.4 With regard to the Council's Employment Land Review the following changes have been made to Havering's reserve of Strategic Industrial Location and Secondary Employment Land which will release land for a significant supply of new housing.
- Removal of area north of Fenchurch Street to Southend railway from Rainham Employment Area, but retaining some land for B1(a-c) employment uses.³⁰ More detail is provided in the Site Specific Allocations Document on constituent sites.
 - De-designation of Chesham Close, Lambs Lane and Spring Gardens Secondary Employment Areas and that part of the Victoria Road Commercial Area outside the Romford Area Action Plan area.

The list above excludes sites within Romford Town Centre as these will be brought forward through the Romford Area Action Plan.

FURTHER POLICY AND GUIDANCE

- 1.5 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance.

²⁴ London Plan Draft Alterations, GLA, July 2005

²⁵ London Housing Capacity Study 2004, GLA, July 2004

²⁶ Romford Area Action Plan, Preferred Options Report, August 2006

²⁷ PPS3 paragraph 55, CLG, November 2006

²⁸ Policy 3A.1, London Plan, GLA, February 2004.

²⁹ PPS3 paragraph 55, CLG, November 2006

³⁰ Use Classes Order 2005

- London Housing Capacity Study, (GLA), 2005
- Havering Employment Land Review, (LB Havering), 2006
- Romford Area Action Plan Preferred Options Report, (LB Havering), 2006
- Site Specific Allocations DPD, (LB Havering), 2007

MONITORING

Ref	Indicator	Source
1	Net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer;	Core Output (2)
2	Net additional dwellings for the current year;	Core Output (2)
3	Projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever is the longer;	Core Output (2)
4	The annual net additional dwelling requirement; and	Core Output (2)
5	Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous years performances.	Core Output (2)

CP2 - SUSTAINABLE COMMUNITIES

Sustainable, attractive, mixed and balanced communities will be created by:

- **ensuring that the sizes, types and tenures of new housing meet the need of new and existing households at local and sub-regional level**
- **ensuring that the required sizes and types of new housing are of a density and design that is related to a site's access to current and future public transport and are compatible with the prevailing character of the surrounding area**
- **ensuring that, in total, borough-wide 50% of all homes from new residential planning permissions are affordable; of which 70% social rented for those on low incomes and 30% for those on intermediate incomes**
- **safeguarding the existing stock of large homes in Emerson Park and Hall Lane**
- **ensuring that the needs of those households with special needs, including the elderly, are met**

- **ensuring that in their design and layout new homes provide for the lifetime needs of households**
- **securing the social, economic and environmental regeneration of priority housing areas**
- **ensuring that all development demonstrates that it supports improved health and well being**
- **identifying sites to meet the identified needs of gypsies and travellers in a Gypsy and Travellers DPD.**

REASONED JUSTIFICATION

Housing Mix

- 1.1 The Havering Primary Care Trust's Report on Spatial Inequalities recognises that enabling people to access decent affordable accommodation is a key determinant in a person's quality of life, and in turn can help address other quality of life issues such as health, crime and education.³¹ The mismatch between the existing housing stock both in terms of type, size and affordability and that required to meet the needs of new households has contributed to the high rate of price inflation at the lower end of the market, which has 'knock on' impacts on affordability.
- 1.2 Therefore, the Council wants to ensure that the right tenures, sizes and types of new housing are provided to meet the needs of new and existing households. Equally, the Council thinks that it is important that these new homes are integrated with the existing housing stock and make a positive contribution to the character of the borough. This way the plan will achieve mixed, balanced and attractive communities.
- 1.3 In line with PPS3, the Council will prepare a Strategic Housing Market Assessment and adopt the key implications for the future planning of the borough in the form of a Supplementary Planning Document (SPD). The timetable for this will be set out in Havering's Local Development Scheme once a project plan for this work has been developed.
- 1.4 In the meantime, with regard to local and sub-regional housing and the need to provide wider housing opportunity and choice and create mixed communities, the Council will have regard to the mix identified in the Greater London Authority's (GLA's) Housing Requirements Study as set out in the GLA's Supplementary Planning Guidance (SPG) Housing.³²
- 1.5 The housing needs of three groups are particularly pronounced in Havering. Proportionally the numbers of elderly and disabled people in the borough is above the London average and their needs are likely to increase over the plan period. In addition the needs of the young also need addressing, as the price of new homes means that market housing is out of the reach of many first time buyers.

³¹ Health Inequalities in Havering, Havering Primary Care Trust, 2003

³² SPG Housing, GLA, November 2005.

Elderly

- 1.6 Whilst most, if not all, research conducted into the housing preferences of older people points to a resounding desire to stay put in their own homes and a reluctance to move to institutional settings such as residential and nursing care, there is still a need to plan for sheltered and, in particular, extra care accommodation. In addition, and in line with the London Plan, the Council wants to make sure that new homes are designed so that they meet the needs of households throughout their lives, thereby increasing the independence of people in old age in the form of Lifetime Homes and Wheelchair standard housing.

Disability

- 1.7 In many instances when people become disabled, their existing accommodation needs adapting. New housing provides the opportunity to design housing which meets the needs of households throughout their lives through changing circumstances.

Housing Density

- 1.8 In the interests of retaining Havering's green and open character, the majority of housing supply is planned to come from brownfield land sources. It is important that this valuable resource is used efficiently. To ensure this developers will be required to take a design led approach so that residential developments achieve appropriate densities with regard to their accessibility to public transport, the type and sizes of units required to meet local and sub-regional housing need, the local context and the principles of high quality design with regard to being compatible with Havering's predominantly suburban character.

Housing Affordability

- 1.9 Whilst unemployment in Havering is below the national average – 2.2% in August 2003 compared with 3.4% nationally – the gap between earnings and house prices remains a major factor in housing affordability in the borough.³³ In 2006, the estimated gross earned household income in Havering was £27,730.³⁴ In Jan-March 2006 the average dwelling price was £219,782 which was 8 times the average household income.³⁵ The Havering Housing Needs Survey Update 2006 identifies a need in Havering for 875 additional affordable homes between 2006-2011 years. This is the sum of the backlog of existing need (14 households) and newly arising need 1474 (households) minus the supply of affordable units (613).³⁶
- 1.10 Therefore the Core Strategy takes a twin track approach to address housing affordability. It aims to increase the supply of affordable housing and it aims to

³³ Labour Force Survey Annual Local Area Database, 2004

³⁴ Havering Housing Needs Survey Update, LB Havering, 2006

³⁵ Land Registry

³⁶ Havering Housing Needs Survey Update, LB Havering, 2006

improve access to quality local jobs for residents by tackling low levels of further education take-up, and supporting employment training and employment access programmes and life long learning.

- 1.11 Therefore, demand for affordable housing far outstrips supply. Added to this is the wider issue of sub-regional need which must be considered due to the use of a sub-regional allocations system for all affordable housing which is provided with recourse to Housing Corporation grant.
- 1.12 To address this demand and in line with national and regional guidance, the Council has set borough wide and site specific affordable housing targets which are based on an assessment of all housing needs and a realistic assessment of supply. The latter consideration is particularly important in Havering where low land values suppress a development's ability to absorb the cost of providing affordable housing.

Regeneration priority housing areas

- 1.13 Whilst Havering has the highest proportion of owner-occupied housing in East London there are important local concentrations of local authority/housing association stock in Waterloo Road, the Mardyke Estate and Harold Hill. Parts of these fall within the 20% most deprived areas in England. These areas tend to suffer from poor education achievement, poor health and poor housing conditions. The Council is committed to addressing this deprivation. The Council may bring forward LDDs and other strategies, as necessary, as key tools in addressing deprivation and bringing forward regeneration opportunities on the Waterloo Road, Mardyke and Harold Hill Estates.

FURTHER POLICY AND GUIDANCE

- 1.14 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance.
- SPG Housing, GLA, 2005
 - SPD Residential Amenity Space
 - Better Places to Live, Companion Guide to PPG3, DCLG, September 2001
 - Manual for Streets, CLG and DoT, 2007
 - SPD Emerson Park
 - SPD Hall Lane
 - SPD Gidea Park Conservation Area
 - SPD Residential Extensions and Alterations
 - SPD Affordable Housing
 - Havering Housing Needs Survey Update, LB Havering, 2006
 - Meeting Part M and Designing Lifetime Homes, Joseph Rowntree Foundation 1999
 - Havering Gypsy and Traveller Needs Assessment, LB Havering, 2004.

MONITORING

Ref	Indicator	Source
6	Percentage of new and converted dwellings on previously developed land	Core Output (2)
7	Percentage of new dwellings completed at less than 30 dwellings per hectare;	Core Output (2)
8	Percentage of new dwellings completed at between 30 and 50 dwellings per hectare; and	Core Output (2)
9	Percentage of new dwellings completed at above 50 dwellings per hectare.	Core Output (2)
10	Affordable housing completions.	Core Output (2)
11	Number of net completions by housing size and type and tenure	Local Output
12	Average density of new housing	Sustainability Appraisal (SEI)
13	Number of extra elderly people cared for at home/1000 population	Sustainability Appraisal (SEI)
14	Need for new affordable homes/annum	Sustainability Appraisal (SEI)
15	New homes built to Lifetime Home standard	Sustainability Appraisal (SEI)
16	New homes built to wheelchair standard or capable of easy conversion	Local Output

PLACES TO WORK



CP3 – EMPLOYMENT

A range of employment sites will be available to meet the needs of business and provide local employment opportunities by:

- ensuring sufficient land is allocated within Strategic Industrial Locations and Secondary Employment Areas and protecting this for business, industrial and some warehousing uses
- in the Beam Reach Business Park, prioritising advanced manufacturing uses and other modern industries in the B1 (b) (c) and B2 use classes which provide a similar quality and intensity of employment
- focusing office development within Romford Town Centre and the district centres
- maximising the potential of creative industry in Hornchurch (DC24)
- seeking contributions towards the provision of employment training and support, and local employment access schemes.

REASONED JUSTIFICATION

- 1.1 This policy aims to create a dynamic prosperous economy driven by a well educated and trained workforce and promote London Riverside as a centre for advanced manufacturing. It is founded on Havering's Employment Land Review 2006 which provides a realistic assessment of business needs to ensure that sufficient land is available and readily capable of development and well served by infrastructure.

Employment and business profile

- 1.2 Employment in manufacturing in Havering is in decline, reflecting wider sub-regional trends. The B2 (general) industrial land market is characterised by both low availability of units on the supply side and low take-up on the demand side. General industrial employment in Havering is forecast to decline by 19% between 2005 and 2018. However, Havering's Employment Land Review recognises that economic development initiatives might increase the demand in this location further.
- 1.3 Employment in distribution jobs, largely represented by the wholesale sector, increased by 16% in Havering between 1993 and 2003 and is expected to continue to increase up to 2018. However, much of the forecast growth in B8 jobs can be accommodated in the high levels of vacant premises, which currently account for 21% of the overall warehousing stock in Havering. Additional land demand for B8 uses up to 2018 is expected to be minimal. Thurrock to the East of Havering is one of the key distribution hubs in the UK. Existing and proposed port facilities and the excellent trunk network in Thurrock give it locational advantages over Havering and the market assessment within Havering's Employment Land Review supports this theory.

- 1.4 The Romford area currently accounts for 79% of B1 accommodation in Havering and is the most important sub-market for this type of land use in the Borough. The office market has experienced limited rental growth since 1998 and relatively little expansion (2 hectares) is expected in the B1 office sub-sector up to 2018.

Employment Land Supply

- 1.5 The London Plan and the draft Supplementary Planning Guidance (SPG) on Industrial Capacity³⁷ emphasise the importance of identifying and protecting high quality employment sites in appropriate locations to meet the needs of general business, industry and warehousing. The SPG was prepared to deal with a long term reduction in demand for industrial land across London of approximately 30 to 50 ha per annum. Of the 740 ha of industrial land forecast to be released across London between 2001 and 2016, some 500 ha is expected to be released to other uses in East London. The SPG places Havering in the 'Managed Transfer' category, as a borough which has a greater supply of industrial sites relative to demand and which should generally take a more permissive approach to transfer.
- 1.6 In line with Government guidance³⁸ in PPS3, local authorities are required to maintain an up to date review of employment land and premises and consider whether some of this land might be better used for housing or mixed-use development.
- 1.7 The Havering Employment Land Review provides an assessment of employment land and demand in the Borough. This followed four steps:
- Determining the extent of existing vacant industrial land;
 - Forecasting a loss of industrial land as a result of employment changes;
 - Factoring in movement of industry from Central London sub-region, the impact of City Fringe and Olympic Park regeneration programmes, and future need for waste management, recycling, utilities and transport infrastructure; and
 - Establishing an appropriate level of vacant land for market efficiency.
- 1.8 The study then undertook a gap analysis to determine the difference between the current supply of employment land and the demand for employment land projected over the planning period.
- 1.9 Based on the current employment land supply of 360 hectares (309 ha built on and 51 ha vacant) and a demand by 2018 for 326 hectares of employment land, the review recommends the release of 34 hectares of land from employment use. To determine which sites needed to be released to meet this global figure each employment area was visited and appraised against a set of agreed economic, planning and property market criteria to assess their fitness for purpose. These criteria were modeled on those in Government's Employment Land Review Guidance Note and GLA SPG on Industrial

³⁷ Draft Supplementary Planning Guidance: Industrial Capacity, GLA, September 2003

³⁸ Planning Policy Statement 3, Housing, Paragraph 44, CLG, November 2006

Capacity. The study also identified the appropriate uses for the retained employment sites. Paragraphs 1.10 – 1.17 provide detail on how sites have been redefined or released to remedy this surplus and the uses considered appropriate for the remaining Strategic Industrial Locations and Secondary Employment Areas.

Strategic Industrial Locations

- 1.10 The London Plan states that boroughs should promote and manage Strategic Industrial Locations (SILs) as London's strategic reservoir of industrial capacity. The GLA classifies the Rainham Employment Area, Coldharbour Lane and Harold Hill Industrial Estate as SILs. In addition, the Council considers that the King George Close Estate in Romford shares similar qualities to the Rainham and Harold Hill areas and classifies this as a Strategic Industrial Location. The Council however has de-designated Coldharbour Lane as a Strategic Industrial Location for the reasons given below. Therefore, the three Strategic Industrial Locations are:

- Rainham Employment Area

The boundary of the Rainham Employment Area has been revised so that it now excludes those sites north of the London-Tilbury-Southend railway line. This area is now formed by two Site Specific Allocations: Rainham West and Beam Park. In line with the Employment Land Review, the Core Strategy seeks to retain a third of the Rainham West site for B1 (a and b) employment Uses within a mixed use redevelopment.

- Harold Hill Industrial Estate

A slight adjustment has been made to the boundary to exclude the housing development at Percy Close and Harris Close.

- King George Close Estate, Romford

No changes have been made to the King George Close Estate.

- Coldharbour Lane

The Coldharbour Lane area has been de-designated and has been included within the London Riverside Conservation Park Site Specific Allocation. The Coldharbour Lane Commercial Area, as previously designated in the Havering UDP, comprises a landfill site which has a temporary permission up to 2018, ancillary waste uses (including an Autoclave), material recycling facility and a composting facility which also have temporary permissions tied to 2018 as residues from these are landfilled. There are also a number of other employment uses in the far south east of the site on the former Freightmaster Estate site. The medium to long term aspirations of the Council and the Development Corporation is to incorporate the former Coldharbour

Lane Commercial Area into the London Riverside Conservation Park in its entirety, once the landfill tipping is complete and the land restored. At this date the other waste uses will also cease. The Council considers that use of this site for waste and other employment uses beyond this date would generate a level of heavy vehicle movements along Coldharbour Lane which would seriously conflict with, and jeopardize, the enjoyment of and plans for the London Riverside Conservation Park. The related Site Specific Allocation, therefore, recognizes that the employment uses will be acceptable in their current location in the short term but is focused on incorporating them into the London Riverside Conservation Park in the medium to long term.

- 1.11 The London Plan identifies London Riverside as an Opportunity Area in East London and a suitable location for innovation and high technology manufacturing. The development of the Centre for Engineering and Manufacturing Excellence (CEME)³⁹ and Beam Park Business Park⁴⁰ mean that Havering is well placed to generate and attract higher value advanced manufacturing businesses. The Core Strategy, therefore, prioritises higher value advanced manufacturing in Beam Reach Business Park, with a mix of light and general manufacturing with some warehousing focused on the Ferry Lane area. Other employment uses will be allowed within the Beam Reach Business Park where they provide a similar quality and level of employment within a high quality development commensurate with the business park location.
- 1.12 The Core Strategy identifies Ferry Lane, Harold Hill and the King George Close Estates, as acceptable locations for B1 (b) + (c) research and development and light industrial uses, B2 general industrial, and B8 storage and distribution uses. The Council will seek to ensure that the balance between storage and distribution and other business uses in these locations maintains a mix of jobs accessible in terms of quality and quantity.

Secondary Employment Areas

- 1.13 The London Plan states that outside of the SILs, local authorities should consider the quality and fitness for purpose of sites and the release of surplus land for other uses in order to achieve efficient use of land in light of strategic and local assessments of industrial land.
- 1.14 One Main and a number of Secondary Employment Areas have been lost to other uses since the UDP was adopted in 1993:
- Eastern Avenue, Romford
 - North Street, Hornchurch
 - Rom Valley Way East (excluding The Seedbed Centre)

³⁹ www.ceme.co.uk

⁴⁰ [Beam Reach website](#)

- Rom Valley Way West
- Romford Brewery
- Roneo Corner, Romford

1.15 The Havering Employment Land Review recommends that the following Secondary Employment Areas outside Romford Town Centre are released.

- Chesham Close, Romford - 2 hectares
- Lambs Lane, Rainham - 2.5 hectares
- Spring Gardens, Romford - 1.4 hectares
- Part of Victoria Road Commercial Area - 1.4 hectares (outside the Romford Area Action Plan boundary)

Sites within Romford Town Centre (Victoria Road and Bridge Close) will be considered through the process of preparing the Romford Area Action Plan.

1.16 The remaining Secondary Employment Areas in the borough should be retained within employment use and should accommodate all B use class business types (except B1a) other than those that create negative environmental impacts on surrounding uses or those which generate high volumes of traffic on residential roads.

Offices

1.17 In line with PPS6 'Planning for Town Centres'; the Core Strategy identifies offices as main town centre uses and applies the sequential test to new office proposals.⁴¹

1.18 Romford is Havering's major centre for office employment. It accounts for 79% of B1 accommodation within the borough. The majority of this is concentrated within the Romford Office Quarter. However, there is a high level of vacancy due to several recent closures. The district centres, particularly Hornchurch and Upminster, also contain office space which provides services and employment opportunities elsewhere in Havering. The GLA London Office Policy Review identifies that supply and demand for offices are low in Havering and this is likely to continue.⁴² The review suggests that large scale speculative office development is not viable in Romford and that new offices are only likely to be secured as part of a mixed use residential or retail-led scheme. The review suggests there is no purpose in promoting office development in Hornchurch or Upminster. However, whilst the London Plan considers that suburban London office stock is losing its attraction as a location for strategically important office-based activity, Havering's Employment Land Review identifies that there will be demand for a further 2 hectares of office space by 2018 in Romford.

1.19 The critical mass of office space in Romford provides a high level of employment in a town centre location with good public transport links. Public

⁴¹ Planning Policy Statement 6, Planning for Town Centres, ODPM, 2005

⁴² London Office Policy Review 2004, GLA, August 2004

transport accessibility to Romford from central London and Heathrow will be improved by the development of Crossrail which along with low rent levels will help sustain demand through the plan period. More detailed policy on Romford will be contained in the Romford Area Action Plan.

Access to Employment

- 1.20 A key regeneration issue in Havering is tackling the low skills and qualification levels in the Borough. The issue in Havering is not just maximising employment but increasing access to employment opportunities. For regeneration policies to be effective, the local workforce must be suitably qualified and trained to take advantage of new opportunities. A lack of key skills and qualifications means that Havering's workforce is disadvantaged in the competition for employment opportunities both locally and further afield.
- 1.21 Improving access to training programmes and employment support schemes will reduce the jobs-skills mismatch, increase employment opportunities for Havering residents and help alleviate spatial inequalities in the borough. Employment support schemes, such as the Havering Jobnet Programme, deliver a job-brokerage service to unemployed people, offering advice and training sessions, as part of a co-ordinated borough-wide programme.

FURTHER POLICY AND GUIDANCE

- 1.22 More detail on the implementation of this policy is provided in the Generic Development Control Policies and supporting guidance.
- Havering Employment Land Review
 - SPD London Riverside

MONITORING

Ref	Indicator	Source
17	Amount of land developed for employment by type	Core Output (1)
18	Amount of land developed for employment, by type, which is in development and/or regeneration areas defined in the local development framework	Core Output (1)
19	Percentage of 17, by type, which is on previously developed land	Core Output (1)
20	Employment land supply by type	Core Output (1)

21	Losses of employment land in: (i) development / regeneration areas and (ii) local authority area	Core Output (1)
22	Amount of employment land lost to residential development	Core Output (1)
23	Amount of completed office development	Core Output (4)
24	Percentage of completed office development in town centres	Core Output (4)
25	Percentage of employment in knowledge-driven business sectors	Sustainability Appraisal

TOWN CENTRES



CP4 - TOWN CENTRES

Havering's town centre hierarchy consists of:

- **Metropolitan Centre - Romford**
- **Major District Centres - Hornchurch and Upminster**
- **Minor District Centres - Collier Row, Elm Park, Harold Hill and Rainham.**
- **11 Major Local Centres**
- **68 Minor Local Centres**

Havering's town centre hierarchy will be promoted and enhanced by:

- **directing retail, cultural and service development to the borough's town centres through the 'sequential test'**
- **ensuring that the scale and use of new development is consistent with the role and function of the centres and, therefore, does not harm the vitality and viability of other centres**
- **promoting Romford Town Centre through the Romford Area Action Plan as a leading Metropolitan Centre**
- **consolidating the District Centres of Hornchurch, Upminster, Collier Row, Elm Park, and Harold Hill**
- **expanding Rainham to serve the new communities within London Riverside**
- **securing qualitative improvements to town centres through developer contributions.**

REASONED JUSTIFICATION

- 1.1 Havering's town, district and local centres, are the focus of community life, offering a diverse mix of uses with a high quality retail offer and convenient local services. They are also important centres of employment not only for retail but also office based employment particularly in Romford and creative industries in Hornchurch, which the policies of the plan seek to maximise.
- 1.2 Havering has undertaken a Retail and Leisure Study which was produced in line with PPS6.⁴³ This assessed the balance of Havering's existing town centre hierarchy which classifies each centre depending on its size, its range of shops and facilities offered and the type of community and catchment area that it serves. This assessment was made with regard to comprehensive town centre healthchecks. It concluded that the hierarchy is functioning well, and that the performance of no one centre has been detrimental to another. Nor did it find that any centres needed reclassifying.
- 1.3 Therefore, Havering's town centre hierarchy consists of one Metropolitan centre (Romford), six district centres (Hornchurch, Upminster, Collier Row, Elm Park, Harold Hill and Rainham) and seventy nine major and minor local

⁴³Havering Retail and Leisure Study, Roger Tym and Partners, April 2005

centres. Whilst Romford serves the sub-region, Havering's district centres tend to serve their local community, offering a range of everyday community, shopping and employment opportunities. The borough's local centres provide day to day shops and services for residents especially the borough's elderly and the less mobile.

- 1.4 To maintain the balance between the role and function of Havering's town centres, the Council will apply the sequential test to new retail development as detailed in policies DC15 and DC19. The sequential test means that retail, cultural and service development should be located on the most central sites in town centres before considering less central sites. The aim is to minimise the need to travel, provide a diverse range of services in the one central location and make facilities accessible to all. This approach is intended to sustain and enhance the vitality and viability of town centres.
- 1.5 Havering's Retail and Leisure Study identifies need over the plan period and the appropriate strategy for Romford and each of the borough's district centres. The table below summarises its findings:

Centre	Strategy	Indicative comparison floorspace requirement to 2018 (m ² gross)	Indicative convenience floorspace requirement to 2018 (m ² gross)
Romford	Consolidation/expansion	12,000-30,000	1,000-1,400
Hornchurch	Consolidation	800-2,000	1,500-1,900
Upminster	Consolidation	600-1,600	300-400
Rainham	Expansion	200-600	600-900
Elm Park	Consolidation	100	1,500-1,900
Collier Row	Consolidation	100	300-400
Harold Hill	Consolidation	200-400	1,000-1,400

- 1.6 It found that the district centre boundaries had been successful in helping to achieve compact and focused town centres. The study concludes that the district centres will experience limited growth during the plan period and, therefore, no change to their boundaries is necessary. The Council does not consider that it is appropriate to identify specific sites to meet this limited growth as there are a number of small-medium size opportunities within the district centres. Therefore, the Council would not wish to prejudice the development of one in favour of another, thereby potentially frustrating the strategy of consolidation in these centres, unless there is a clear cut reason for doing so, as is the case in Elm Park and Rainham. Whilst Romford will experience more substantial growth this can still be met within the town centre boundaries. In summary the approach for each centre is:

Metropolitan Centre

Romford

- 1.7 The retail strategy for Romford, including sites to meet growth, will be set out in the Romford Area Action Plan. The vision for Romford 2020 being taken forward in the Romford Area Action Plan is for Romford Town Centre with the

help of the Romford Town Centre Partnership to continue to be East London's premier town centre. This will include strengthening Romford's historic market as a central feature of Romford's identity and a key part of the local economy.

Major District Centres

Hornchurch

- 1.8 Hornchurch is the borough's cultural centre and includes a diverse retail, culture and leisure offer, and, therefore, fulfils its role well as a major district centre. With regard to retail, it has a localised catchment area. The overall strategy is one of consolidation through the promotion of small to medium scale retail (particularly convenience), culture, leisure and residential redevelopments. Further detail will be provided in the Hornchurch Town Centre Supplementary Planning Document.

Upminster

- 1.9 Upminster performs well as Havering's second retail destination behind Romford as it benefits from both multiple and independent retailers and, therefore, fulfils its role well as a major district centre serving its local catchment area.
- 1.10 The strategy for Upminster is consolidation with some scope for small and medium scale retail and leisure development within the town centre to maintain its position as one of the two complimentary retail destinations to Romford. The main opportunities for this are largely located towards the edge of the centre's boundary. However, no change to this is necessary as extending it would dilute the focus of the centre potentially undermining its vitality and viability.

Minor District Centres

Rainham

- 1.11 Rainham is within the London Riverside Regeneration Area and is the focus of a number of regeneration initiatives which are included as Site Specific Allocations. These aim to revitalise the area and preserve or enhance its heritage value through significant improvements to public transport and sensitive mixed use development. These initiatives include improvements to the Rainham Station Interchange and traffic management within the village, improvements to Rainham Hall and Grounds, remodelling of Rainham Tesco and development of the land between the railway and the Broadway.
- 1.12 Rainham includes a large Tesco and a range of individual shops. The former contributes to the classification of Rainham as a minor district centre. There is limited scope for further significant convenience provision. However, given its proximity to the planned population increased in London Riverside and the aforementioned regeneration initiatives focused on the village itself, there is potential to increase Rainham's comparison offer. Low floorspace to plot

ratios in Rainham provide an opportunity within the existing town centre boundary to develop new retail floorspace and, therefore, no change to the town centre boundary is required.

- 1.13 Within the proposed mixed use communities within London Riverside it is considered that there will be inadequate expenditure available to support an additional centre of any significant size in this area, as this would dilute the focus on Rainham. However, there may be a need for small scale retail facilities within these communities and a larger local centre north of the proposed Beam Park station which could act as local top-up shopping functions together with providing other limited services for local residents. In addition, improvements to the Roman Close Minor Local Centre will be necessary as part of the Mardyke Estate development.

Elm Park

- 1.14 Elm Park is a predominantly convenience based district centre which benefits from a range of small operators, but has a low comparison offer. Its proximity to Romford means that there is unlikely to be little demand for further comparison floorspace but the study has identified a shortfall in convenience floorspace. The strategy for Elm Park is consolidation with potential for some of the poorer quality retail units to be improved. In particular, there is scope to improve the convenience retail offer, linkages and quality of the environment south of the railway line. The opportunity for redevelopment of the Station and Tadworth Parades has been identified as a Site Specific Allocation to achieve this.

Collier Row

- 1.15 Collier Row is a vibrant district centre with a range of convenience and to a lesser extent comparison shops. The strategy for Collier Row is one of consolidation as it provides limited opportunities to accommodate new retail floorspace. It should, therefore, continue in its role as a successful centre which serves a largely local catchment area.

Harold Hill

- 1.16 Harold Hill is the smallest district centre in the borough but is no less important to its predominantly local catchment area. The strategy here is also one of consolidation.

Environmental and access improvements

- 1.17 This policy seeks to secure funding from developer contributions and other funding sources such as the Borough Spending Plan, Groundwork, London Development Agency and the Council's own capital programme to improve the attractiveness and accessibility of the borough's town centres listed in the hierarchy in order to strengthen and regenerate them. In order to achieve this, funding towards improvements such as street schemes, traffic management schemes, landscaping, paving, lighting and the provision of facilities such as

public conveniences and cycle stands to improve conditions for pedestrians and cyclists may be sought where appropriate.

FURTHER POLICY AND GUIDANCE

1.18 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance.

- Havering Retail and Leisure Study, LB Havering, 2006
- Hornchurch Centre SPD
- Romford Area Area Plan Preferred Options Report, LB Havering, 2006

MONITORING

Ref	Indicator	Source
26	Position of Havering's town centres in the London strategic town centre network	Sustainability Appraisal
27	The amount of completed retail development.	Core Output (4)
28	The percentage of completed retail development in town centres	Core Output (4)
29	The need for further retail and service use development based on regular need assessments undertaken by the Council	Local Output
30	The vitality and viability of centres based on their performance against the borough's regular town centre health checks	Local Output
31	Proportion of retail to service uses in primary shopping areas	Local Output
32	Year on year yield trends for Romford, Hornchurch and Harold Hill.	Local Output
33	Number of frontages in primary shopping areas where a group of more than three non-retail shop fronts exist.	Local Output
34	The number of cases where non-retail uses within the primary shopping frontage of Collier Row, Elm Park, Harold Hill and Rainham and Major Local Centres exceed 33% of a frontage's total length.	Local Output
35	The number of cases where non-retail uses within the primary shopping frontage of Hornchurch and Upminster exceed 20% of a frontage's total length	Local Output

CULTURE



CP5 - CULTURE

To ensure that cultural uses help improve the quality of life of residents and visitors, a strong and well-developed cultural provision will be established by:

- **ensuring that major trip generating cultural uses are located in town centres and sufficient facilities are provided to serve the communities of London Riverside**
- **ensuring smaller facilities are easily accessible by walking and cycling**
- **promoting Hornchurch as a key cultural centre for the arts serving Havering and the wider sub-region**
- **promoting cultural and arts uses in Romford Town Centre to diversify the evening economy**
- **diversifying the evening and night time entertainment uses in town centres**
- **ensuring the impact of food, drink and evening economy uses is carefully controlled.**

REASONED JUSTIFICATION

- 1.1 As with the Government publication 'Sustainable Communities: People, Places and Prosperity' (2005), the Council recognises the particular role of culture as a pivotal focus for community activity and a sense of shared community and local pride and its contribution to quality of life. The Council regards culture as essential to creating communities in which people want to live, learn and work, both now and in the future. Cultural provision encompasses a wide range of activities from sport and leisure, convenient access to a network of open space, arts and creative activities and industries, and libraries, heritage centres or museums. This policy focuses on town centre cultural uses. Other cultural uses such as use of open spaces and less intensive sports and recreation facilities are covered under Core Strategy Policy CP7.
- 1.2 In line with Planning Policy Statement 6, the London Plan and the Mayor's Cultural Strategy, the Council regards cultural uses as key components of town centres in order to increase their vitality and viability.⁴⁴ ⁴⁵These uses often remain open beyond shopping hours and therefore aid in extending the economy of town centres. They also add to the diversity of uses in town centres and, aid in promoting consumer activity. The Council supports the diversification of town centre uses and the introduction of complementary day and evening uses such as galleries, museums and restaurants within town centres. The key policy tools for achieving this are the 'sequential test' and the introduction of more flexibility into fringe area retail policy which is covered in DC16 and will also be covered in the Romford Area Action Plan.

⁴⁴ Planning Policy Statement 6, Planning for Town Centres, ODP, 2005

⁴⁵ London's Cultural Capital, GLA, April 2004

Assessing future demand for leisure provision

- 1.3 Havering's Retail and Leisure Study identifies leisure as covering uses such as cinemas, pubs, restaurants, health and fitness centres, family entertainment, theatres and museums, bingo, and indoor bowling, so closely follows the definition of cultural uses covered by this policy. It excludes the less intensive sport and leisure uses to which the 'sequential test' does not apply, for example, open spaces and libraries.
- 1.4 Havering's Retail and Leisure Study notes that there are no industry standard methodologies for modelling and apportioning growth in leisure expenditure. Moreover, leisure has only recently been brought into the range of uses covered by the sequential approach.
- 1.5 Growth in leisure expenditure will primarily come from two sources, population growth and increased participation rates. The study anticipates that by 2018 there will be a growth in leisure expenditure in Havering of £139 million, with three fifths of this growth likely to be spent in food and drink establishments.
- 1.6 The study identifies that cinema provision in the borough is above the London average suggesting a slight oversupply and, therefore, considers there is little scope for additional provision in the near future. The representation of food and drink uses in Romford and the district centres was compared with the Great Britain average. Whilst the assessment considers there is good provision, and, indeed, over provision in some cases, the quality of the operators could be improved. It concluded that there is a qualitative requirement to increase the number of good quality eating and drinking destinations rather than take-away units.
- 1.7 The scope is more difficult to quantify with regard to additional facilities such as theatres, ten-pin bowling and health and fitness centres. However, given the likely expenditure growth in leisure pursuits over the life of the plan there is likely to be some scope to expand the offer in sectors such as theatres, ten pin bowling, bingo, and health and fitness centres. For facilities that are intended to serve a wide audience, particularly cultural uses, the study considers that these should first be directed to Hornchurch as the borough's cultural centre. This is the approach taken by the Core Strategy.
- 1.8 The indicative upper limit for leisure floor space for Romford and the District Centres is set out in DC15. This is taken from Havering's Retail and Leisure Study 2006.
- 1.9 Romford's cultural facilities have been focused on entertainment and leisure. It is known to attract an average of 11,000 people to pubs and nightclubs per night. This brings with it economic benefits in terms of the jobs this sustains but also brings problems of anti-social behaviour. Romford also includes a bowling alley and multiplex cinema. The library hosts smaller scale arts events, and there are plans for a Romford Museum in the Brewery development. The Core Strategy aims to diversify Romford's evening

economy whilst at the same time managing the effects of pubs, clubs and restaurants.

- 1.10 Hornchurch has a greater range and more balanced mix of cultural facilities than Romford which includes the Queen's Theatre and Fairkytes Arts Centre as well as a range of pubs and restaurants. Hornchurch is, therefore, a locally and sub-regionally important cultural quarter. The Core Strategy seeks to continue to protect and promote Hornchurch as Havering's cultural centre not only serving the borough, but the wider Thames Gateway sub-region.
- 1.11 The remaining district centres contain a limited number of cultural facilities mainly focused on restaurant, café and bar uses with a limited number of leisure uses, notable exceptions include the Central Park Leisure Centre in Harold Hill and the Upminster Tithe Barn Museum in Upminster. This indicates that there is the further potential to diversify and enhance arts, leisure and entertainment uses within district centres such as Rainham, Elm Park, Harold Hill, Collier Row and Upminster which would consequently add complementary day and night uses within these centres effectively enhancing their vitality.
- 1.12 The impact of food, drink and evening economy uses in Havering's town centres will be controlled by considering, with regard to new development, its likely cumulative impact on the character and function of the centre in terms of resulting crime and anti-social behaviour, and disturbance to the amenities of nearby residents.

FURTHER POLICY AND GUIDANCE

- 1.13 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance.
 - Hornchurch Centre SPD
 - Romford Area Action Plan Preferred Options Report, LB Havering, 2006
 - Havering Retail and Leisure Study, LB Havering, 2005

MONITORING

Ref	Indicator	Source
36	Amount of completed leisure development	Core Output (4)
37	Percentage of completed leisure development in town centres	Core Output (4)
26	Position of district centres in GLA town centre hierarchy	Sustainability Appraisal

38	Percentage of population exposed to noise levels above 60Db	Sustainability Appraisal
39	Number of arts and cultural facilities built in town centres and out of centres	Local Output
40	Amount floor area (m2 and percentage) of arts and cultural uses in town centre locations and out of centre locations	Local Output
41	Number of major development schemes and mixed use development schemes that have provided a public art contribution.	Local Output
41A	Number of new A3, A4 and A5 permissions within Havering's six district centres	Local Output

CP6 - ARTS IN HORNCHURCH

Hornchurch will be promoted as a key centre for artistic activities that serve the surrounding sub-region by:

- **encouraging arts and other cultural uses to locate in the centre of Hornchurch**
- **encouraging the development of creative industry employment to locate in Hornchurch through the development of a limited number of live/work units for artists and creative workers**
- **supporting the development of a training centre for artists with links to Havering College and the Queen's Theatre**
- **encouraging the development of A1 uses which specialise in the sale of books, art materials, antiques, photography and artistic and literary creation to locate in the area bounded by and including the High Street to the south, the Queen's Theatre to the north, North Street to the east and Billet Lane to the west**
- **supporting improvements to Fairkytes Art Centre including the refurbishment of the façade and landscaping to the front area**
- **supporting proposals that improve the connectivity between the Queen's Theatre, Langtons, Fairkytes and High Street**
- **improving the setting of arts and other cultural facilities around Langtons and the Queen's Theatre**
- **seeking contributions from development proposals in Hornchurch town centre for improvement works that will aid in implementing the objectives and strategies of this policy.**

REASONED JUSTIFICATION

- 1.1 The arts and cultural attributes of Hornchurch are not only popular with residents in Havering, but also with people from surrounding boroughs. Hornchurch has the advantage of a central location with good transport connections to surrounding areas outside that of Havering. East London is recognised as lacking in cultural facilities such as local theatres and tourist attractions and, for this reason, the Mayor of London supports the development of new cultural provision in town centres within East London and the Thames Gateway. Hornchurch is already home to the Queen's Theatre and is complemented by the extensive range of facilities taking place at the nearby Fairkytes Art Centre. Hornchurch is, therefore, considered to be a key centre in East London with regard to arts provision and is well situated to grow in importance to serve the planned new communities within London Riverside and other parts of the Thames Gateway. The opportunity, therefore, arises to build on these assets and promote Hornchurch as a key centre for arts and other cultural facilities. This is also supported by the GLA publication 'Creativity, London's Core Business' which identifies that Havering has a sizeable growth rate in creative industry jobs, and this highlights an opportunity for growth in creative industries in the borough particularly in Hornchurch which already supports a strong cultural base.⁴⁶
- 1.2 A Supplementary Planning Document will provide more detail on the implementation of this and related policies.

FURTHER POLICY AND GUIDANCE

- 1.3 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance.
- Havering Retail and Leisure Study, LB Havering, 2006
 - Hornchurch Centre SPD

MONITORING

- 1.4 The indicators for CP5 on page 101 will also cover this policy.

⁴⁶ Creativity: London's Core Business, GLA, October 2002

CP7 – RECREATION AND LEISURE

The Council will, in partnership with other bodies, seek to retain and increase access to recreation and leisure opportunities by:

- **retaining existing facilities where a need exists**
- **addressing quantitative and qualitative deficiencies in open space and recreation facilities**
- **improving opportunities for creative play and physical activity in parks and open spaces**
- **improving opportunities for informal recreation in the countryside, particularly through the implementation of the Thames Chase Plan and London Riverside Conservation Park, and also by improving footpaths and bridleways and the links between open spaces, the urban areas, the open countryside and the Thames including a continuous Thames Path**
- **supporting implementation of the following complementary initiatives**
 - **Thames Chase**
 - **Green Grid**
 - **Green Arc**
 - **London Outer Orbital Path**
 - **Blue Ribbon Network**
 - **Thames Chase Forest Circle**
- **seeking developer contributions towards improvements to the quality and quantity of open space, recreation and leisure facilities**

REASONED JUSTIFICATION

- 1.1 Access to informal and formal recreation and leisure opportunities are important to the quality of life of all age groups. Not only are these sources of enjoyment but also impact on other aspects of quality of life, for example the health benefits of formal and informal recreation and the education benefits to children of creative play.

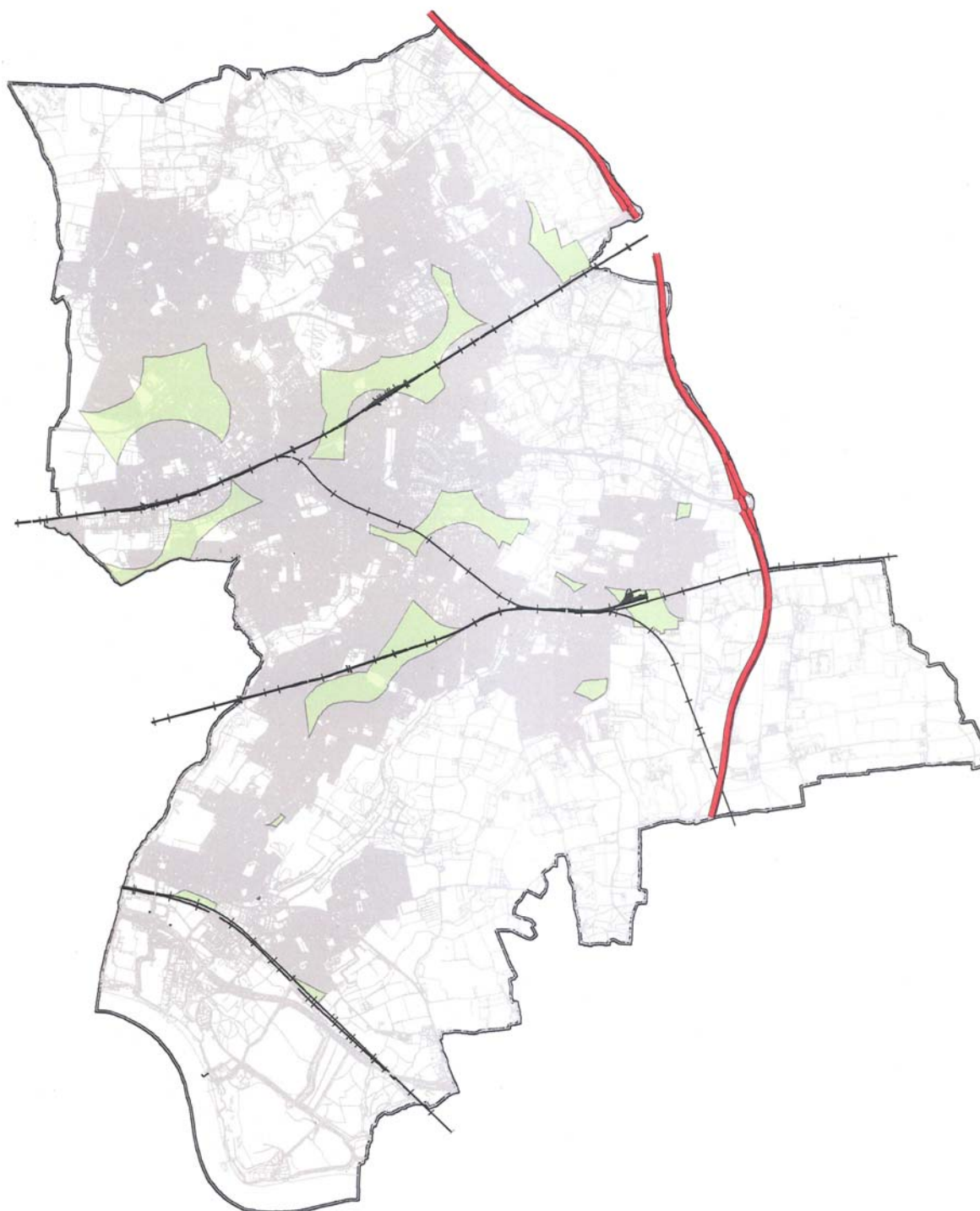
Meeting the need for leisure and recreation activities

- 1.2 In line with PPG17 the Council has completed an Open Space and Sports Needs Assessment.⁴⁷ This shows that Havering has a relatively good quantity of public parks but that there are local pockets of deficiency across the borough. In particular, there are significant areas which are deficient in access to dedicated children's play areas. Figure 1 (page 107) shows deficiencies in general terms - a more detailed assessment of deficiency will be undertaken in individual cases where necessary. In terms of sports facilities, the assessment identifies that up to 2016 there will be a need for a further twenty

⁴⁷ Havering Open Space and Sports Needs Assessment, LB Havering, 2005

junior football pitches, two additional artificial turf pitches and three additional sports halls.

Figure 1 – Areas deficient in access to public parks – source Figure 5.5 of Havering's Open Space and Sports Assessment Volume 1



- 1.3 In line with PPG17, the Council's aim is to promote equality of access to leisure and recreation facilities by remedying identified deficiencies. It will seek to achieve this by retaining existing open space, sports and recreation buildings unless a comprehensive assessment shows them to be surplus to requirements. Where a space or facility is surplus to specific requirements the Council will, where necessary, seek to remedy deficiencies in other types of provision. For example, where there is an identified surplus in one type of open space or sports and recreational facility but a deficit in another type, planning conditions or obligations may be used to secure part of the development site for the type of open space or sports and recreational facility that is deficient.
- 1.4 In appropriate circumstances the Council will also seek to address deficiencies identified in the assessment through developer contributions, the balance of open space provision and dual use of educational sports facilities.

Countryside recreation

- 1.5 The majority of Havering's countryside is within the Green Belt apart from Rainham Marshes. The Green Belt, along with the Marshes, encircles the built up areas of the borough in the west, north and east. They have helped maintain a valuable recreational resource on the metropolitan edge, through the Country Parks and the Thames Chase and the network of public footpaths and bridleways and 'Green Chains' which extend between them and connect them to the urban area.
- 1.6 The Thames Chase covers 70% of the Green Belt in the borough including 400 hectares of tree cover. The Thames Chase Plan sets out information and policies and proposals concerning the Community Forest.⁴⁸ The Council supports the aims of the Thames Chase project which include increasing the amount of woodland and the creation of recreation opportunities including enhancing access to the countryside using the Greenways concept which provide for walking, cycling, and in some instances horse riding, linking built up areas with the countryside and major areas of open space. The Council will look to support the implementation of the Thames Chase through the planning system by seeking to ensure that developments located within the Thames Chase make a positive contribution to it. This includes the restoration of minerals extraction sites.
- 1.7 The London Plan identifies that Rainham Marshes and riverside open space should be planned to provide a regionally important environmental and leisure asset for East London.⁴⁹ This is called the London Riverside Conservation Park which the Council is supporting the implementation of. It incorporates the Nature Reserve on the Site of Special Scientific Interest and the land south of Coldharbour Lane which is currently being used for waste disposal and employment uses. This is included as a Site Specific Allocation.

⁴⁸ Thames Chase Plan, Thames Chase, 2000

⁴⁹ London Plan, paragraph 5.74, GLA, 2004

- 1.8 The Council will also support the many initiatives which are working towards improving accessibility to and the quality of recreation facilities. These include:

The Green Grid: The aim of this project is to create a strategic network of interlinked multi-functional high quality open spaces to connect residential areas, major employment areas, town centres, public transport nodes, leisure and recreation uses, the Green Belt and the Thames.

The Green Arc: This initiative promotes the positive management and use of the urban fringe to provide a good quality environment for people and wildlife.

London Outer Orbital Path: This is a 150 mile long path linking the London Boroughs along the city's green edge. It will provide a country walk experience whilst still keeping London facilities close to hand.

Blue Ribbon Network: In Havering this network comprises the Thames, the Rivers Rom, Beam and Ingrebourne (including their culverted sections), reservoirs and lakes. The London Plan promotes the use of these water-related spaces for a variety of sustainable uses including transport, recreation (including waterside activities), natural habitats and flood storage or protection.

FURTHER POLICY AND GUIDANCE

- 1.9 More detail on implementation of this policy is provided in the Generic Development Control Policies and supporting guidance;

- Havering Draft Sports and Physical Activity Strategy, LB Havering, 2006
- Havering Retail and Leisure Study, LB Havering, 2006
- Havering Draft Parks and Open Spaces Strategy, LB Havering, 2006
- Havering Cycling Strategy, LB Havering, 2006
- Havering Walking Strategy, LB Havering, 2006
- Havering Local Implementation Plan, LB Havering, 2006
- Thames Chase Plan, Thames Chase, 2000

MONITORING

Ref	Indicator	Source
42	Number of open spaces with Green Flag Award	Sustainability Appraisal (SEI)
43	Access to local open space: catchment based on maximum walking distance.	Sustainability Appraisal (SEI)
43A	Number of junior football pitches, artificial turf pitches and sports halls	Local Output

43B	Percentage of residents satisfied with parks and open spaces	Local Output
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COMMUNITY NEEDS



CP8 - COMMUNITY FACILITIES

The Council will work in partnership with other bodies to ensure that a suitable range of community facilities are provided to meet existing and forecast demand by:

- **ensuring major developments provide facilities to meet new demand, especially in London Riverside and Romford Town Centre, where significant growth in the number of residents is planned**
- **ensuring all new community facilities are located in places that are or will be accessible by a range of transport, including walking and cycling, and that the development itself is accessible to all groups**
- **retaining or re-providing community facilities where a need exists**
- **allowing the development of essential community facilities necessary to meet the specific needs of the community on non-allocated land and involving the net loss of existing housing.**
- **seeking developer contributions towards the provision of essential new community facilities**

REASONED JUSTIFICATION

1.1 “Community facilities” include:

- education facilities;
- health and medical centres;
- residential care and day care facilities;
- childcare facilities (including private nurseries);
- community centres and halls;
- places of worship;
- cemeteries and crematoria; and.
- police facilities

1.2 Community facilities have a major influence on the quality of life for local residents and can help foster community identity and reduce social exclusion. However improving quality of life depends on more than the provision of new facilities. Environmental management and transport policies for example will help improve air quality which is a major contributor to spatial health inequalities. Similarly policies focused on design, culture and heritage will help improve the built and natural environments and will help make walking and cycling more attractive with attendant physical and mental health benefits. Nevertheless the provision of community facilities remains a vital component in improving quality of life and therefore in line with PPS1 and the London Plan, this policy seeks to reduce social inequalities and address accessibility both in terms of location and access for all members of the community to health, education and social facilities.^{50 51} To achieve this the Council is

⁵⁰ Planning Policy Statement 1, Delivering Sustainable Development, ODPM, 2005

⁵¹ Policy 3A.15, London Plan, GLA, 2004

committed to working in partnership with the other agencies across the public, private and voluntary sectors which are charged with their delivery.

- 1.3 Demographic changes in Havering are likely to increase not only the need for community facilities but lead to the need for different types of community facilities than have previously been provided. Whilst demographic changes will be complex and have a number of implications for the delivery of community services and facilities, it is possible to identify three main trends which the Core Strategy will need to plan for:

- An aging population and significant forecast increase in the numbers of people over 85 years old
- An increasing birth rate but falling school rolls
- Overall population growth with increasing ethnic diversity and mix of faith groups

Planning for an ageing population

- 1.4 Havering's Supporting People Strategy, Housing Strategy and emerging Strategy for Housing Support and Housing Options for Older People aim to address the challenges faced by Havering's ageing population.
- 1.5 Whilst the challenges are complex and varied, in summary their spatial impact is that more, older people will be cared for in their own homes with a related greater need for day care facilities and extra care services. However, there may still be a need for sheltered housing, particularly in the private sector, due to the overall increase in the numbers of elderly people and for those older people looking to 'downsize' to a smaller property. This will need to address the fact that many older people prefer 2 rather than 1 bed accommodation.

Planning for an increasing birth rate

- 1.6 There are two trends that need to be planned for regarding young people. Data for the period up to 2021 shows that there will be an increase in the number of 0-4 year olds. This will lead to an increased need for pre-school childcare provision. Havering Council is implementing a number of Children's Centres which are designed to deliver services for families with young children up to the age of five. It plans to deliver eleven Children's Centres across the borough by 2011. Government guidance states that a Children's Centre should be a building 'ideally on or close to a primary school site and within pram-pushing distance of the community it serves'. As well as the need for new build facilities demand may also be met through childminding from home or through the conversion of existing premises as outlined in PPG4.⁵² Crèches within the workplace can help remove barriers for parents to enter employment, especially single parents.

⁵² Planning Policy Guidance Note 4, Industrial and Commercial Development and Small Firms, ODPM 1992

- 1.7 At the same time, the number of school age children is forecast to decline with a shift between the population of primary and secondary school aged pupils. Therefore, the cumulative impact of new housing development in the borough is unlikely to have a significant effect on education needs except for in London Riverside.⁵³ However, the way schools are used is changing. The Government is promoting the concept of 'extended' schools which will provide a range of services and activities, often beyond the school day, to help meet the needs of children, their families and the wider community. The Government wants to see strong links between 'extended' schools and Children's Centres.

Planning for an increasing population

- 1.8 Havering's forecast growth in population will impact on the delivery of all types of community services and facilities, particularly in the two main growth areas in Havering; Romford Town Centre and London Riverside. Without these growth areas Havering's population would decline through the period of the plan, and exhibit an even more marked ageing trend.
- 1.9 The characteristics of Havering's new population are likely to differ from the existing population in a number of ways. Most significantly in terms of service delivery, it will be younger, more ethnically diverse, and households will be smaller.
- 1.10 In planning for the needs of new and existing residents, it is important to recognise and remedy deficiencies in current provision. For example, the quality of GP premises locally is an issue as many premises are below the acceptable standard and have long patient lists. There are also significant spatial inequalities in people's health across the borough. The Council is committed to working in partnership with the Havering Primary Care Trust to transform healthcare by improving access to and the quality of GP premises through the NHS Local Improvement Finance Trust Programme. This has already provided new facilities in Harold Hill and Cranham, with new centres planned or proposed in South Hornchurch, Rainham and Romford to meet the needs of existing and new populations.
- 1.11 A comprehensive remodelling of Havering's hospitals is also underway. The Queen's Hospital opened in 2007 and incorporates acute services from Harold Wood which will be redeveloped for intermediate care use.
- 1.12 A different challenge is faced in the education sector. As noted above, whilst population increases are likely to offset falling school rolls, in London Riverside there is likely to be a need for increased education provision and the Council will ensure that adequate provision is made through the planning process. The same is true for pre-school childcare. The low levels of further education take-up also need to be addressed so that more Havering residents participate in further and higher education and lifelong learning, to improve

⁵³ Havering School Organisation Plan 2003-2008, LB Havering

their skills and qualifications, as well as extending their personal development at all stages of life.

- 1.13 The Council recognises that providing new community facilities can be difficult as they can be lost to, or crowded out by, competing higher value land uses. This is particularly true for smaller scale community facilities such as community halls and places of worship. Therefore, the Core Strategy introduces some flexibility to ensure new community facilities can be provided whilst ensuring they are located in accessible places, and seeks to ensure that community facilities continue to serve residents needs.

FURTHER POLICY AND GUIDANCE

- 1.14 More detail on implementation of this policy is provided in the Development Control Policies and supporting guidance:

- Barking and Havering NHS, Local Implementation Finance Trust
- Havering School Organisation Plan 2003 - 2008 and Addendum for 2004, LB Havering, 2004
- Educational Needs Generated by New Development SPD

MONITORING

Ref	Indicator	Source
44	Amount of land developed by employment type – social and community facilities	Local Output
45	Amount of land developed for social and community facilities on previously developed land	Local Output
46	Supply of land for social and community facilities	Local Output
47	Amount of land for social and community facilities lost to other development	Local Output
48	Percentage of local authority buildings fully accessible for people with disabilities	Sustainability Appraisal
49	Average size of GP patient lists	Sustainability Appraisal
50	Visits to public libraries	Sustainability Appraisal
50A	All age all cause mortality by ward	Local Output
50B	Public satisfaction with quality of surroundings	Local Output

TRANSPORT



CP9 - REDUCING THE NEED TO TRAVEL

The need to travel will be reduced by:

- **co-locating major trip generating retail, services, cultural, office, and community uses in places with good public transport accessibility**
- **ensuring that new development reinforces the town centre hierarchy**
- **relating residential densities to current and future public transport access levels and the character of existing development**
- **ensuring that there is a range of local employment opportunities, that local people are suitably skilled to compete for these, and maximising the employment of local people in new development**
- **improving opportunities for informal recreation in the Havering countryside**

REASONED JUSTIFICATION

- 1.1 Transport for London (TfL) has set statutory transport targets for the implementation of the Mayor of London's Transport Strategy which boroughs are expected to meet in planning transport locally.⁵⁴
- Between 2001 and 2011, an absolute reduction in weekday traffic of 15% in central London, zero growth across the rest of inner London, and a reduction in growth in outer London by a third (6% growth), with the aim of achieving zero growth in outer London town centres
 - A reduction of 40% in number of persons killed and seriously injured
 - Maintain or increase the proportion of personal travel made by means other than car.
 - Achieve at least an 80% increase in cycling levels by 2010 and a 200% increase by 2020 compared to cycling levels in 2000.
- 1.2 In line with Planning Policy Guidance Note 13: Transport, and the London Plan, this policy in unison with Havering's Local Implementation Plan (LIP), seeks to deliver these targets by integrating planning and transport to reduce the need to travel.
- 1.3 Havering's LIP is a programme of action to improve transport which is to be taken forward from 2005/06-2010/11. LIP priorities are in line with the Mayor of London's Transport Strategy and are focused on delivering these targets. It is based on the twin principles of seeking to reduce the need to travel and to give people a choice of transport modes that are convenient, sustainable and reliable.⁵⁵

⁵⁴ London Transport Strategy, GLA, July 2001

⁵⁵ Havering Local Implementation Plan, LB Havering, September 2006. This is a programme of action to improve transport from 2005/06-2010/11, whose priorities are in line with those of the Mayor's of London's Transport Strategy.

- 1.4 Consequently, Core Strategy policies on retailing, services, culture, and community facilities direct such uses to town centres by introducing more flexibility about the uses which are allowed within the fringe areas of town centres in comparison to the previous Havering UDP, and relating these uses according to where each centre sits within the town centre hierarchy, and the role and function of each.⁵⁶ Similarly, the housing policies encourage higher density residential development in town centres in recognition of the greater convenience and public transport accessibility such locations enjoy. The aim is that this will encourage mixed use, multi-functional developments which enhance the vitality and viability of the borough's town centres. It will help reduce the need to travel by enabling people to do a number of things in one trip instead of having to make separate journeys, and by providing day to day facilities in convenient and accessible locations to where people live. This will also help increase the attractiveness of walking and cycling and the use of public transport in favour of less sustainable forms of transport.
- 1.5 Whilst the overall aim of this policy is to reduce the need to travel by all forms of motorised transport, the policy, in line with the Mayor of London's Transport Strategy and London Plan, recognises that many more people will continue to use their cars for travel in the outer London suburbs than in inner London where public transport accessibility and capacity is much higher.
- 1.6 Increasing employment opportunities locally can also help reduce the length of journeys local people make. Around 50% of Havering's residents commute to work outside the borough taking advantage of Havering's good road rail and bus links with surrounding areas. Consequently, journey to work times in Havering are longer than the national average and significantly longer than the London average.⁵⁷ This indicates a lack of suitable local job opportunities or an inability of local people to access these. At the same time, it may also reflect the choice people make when balancing access to employment and the quality of the residential environment they live in.

FURTHER POLICY AND GUIDANCE

- 1.7 More detail on implementation of this policy is provided in the Development Control Policies and supporting guidance:
- Havering Final Local Implementation Plan, approved May 2007

⁵⁶ Havering Unitary Development Plan, LB Havering, 1993

⁵⁷ Twice as many people in Havering (28%) commute over 20km to work than from any other authority in London (Hillingdon being the next highest at 15%).

MONITORING

Ref	Indicator	Source
51	Annual changes in traffic levels in Borough to/from Romford Town Centre	Sustainability Appraisal
51A	Weekday traffic levels	Local Output

CP10 - SUSTAINABLE TRANSPORT

A choice of sustainable transport modes, where travel is necessary, will be promoted by:

- **achieving integration and convenient interchange between different transport modes**
- **requiring the submission of a travel plan and transport assessment for proposals with material transport implications**
- **ensuring that new development does not overload the capacity of the public transport and strategic road networks, including the motorway network**
- **working in partnership with the relevant agencies to seek funding for and deliver the following public transport improvements to support development priorities and ensuring that new development is designed and laid out with regard to these to facilitate its deliverability:**
 - **East London Transit**
 - **Crossrail Line 1**
 - **Improvements to the c2c railway line from London to Southend via Rainham and Upminster including the new Beam Reach Station**
 - **General improvements to the local bus network through the London Bus Priority Network and in particular in London Riverside where bus links are vital to the achievement of sustainable communities.**
- **welcoming facilities which support the use of green fuels for public transport**
- **where appropriate relating maximum car parking standards to public transport accessibility**
- **ensuring that new developments in their design and layout prioritise the needs of pedestrians and cyclists and minimise the distance to local public transport nodes**
- **ensuring new development does not have an adverse impact on the road hierarchy**
- **increasing accessibility to Romford Town Centre by considering the potential to introduce a Park and Ride facility as part of a wider strategy to encourage modal shift**
- **seeking contributions for improvements to public transport accessibility and capacity and other transport improvements where this is necessary to serve the new development**
- **maximising the use of river and rail freight facilities within and outside the borough where this represents the most sustainable option**

REASONED JUSTIFICATION

Improving public transport

- 1.1 Promoting sustainable alternatives to the car helps to:
- Reduce congestion
 - Reduce air pollution and therefore helps meet the objectives of Havering's Air Quality Management Area
 - Improve conditions for local businesses
 - Reduce the number of people killed and seriously injured on roads in Havering in line with Havering's Road Safety Plan
 - Generally improves quality of life by making it easier for people to get around
 - Address social exclusion and ensure equality of opportunity in terms of access to jobs, community facilities and shops.
- 1.2 Through Havering's Local Implementation Plan (LIP) 2005/6-2010/11 and the associated annual funding and reporting submissions, the Council continues to pursue measures to improve public transport accessibility for these reasons.^{58 59} The Core Strategy can support this approach. New development offers the opportunity to seek contributions towards improvements to public transport especially in poorly provided locations and to help create the conditions for improvements to the public transport infrastructure through the location and form of new development. Attention will be paid to ensuring that new developments do not overload the public transport network, either individually or cumulatively.
- 1.3 In Havering there are a number of public transport schemes at varying stages of development which this Core Strategy promotes. The Council will work with the relevant statutory authorities to secure the provision of this infrastructure:
- Crossrail: This will connect stations on the existing London Liverpool St line to central London, and beyond to Heathrow and west London.⁶⁰
 - East London Transit: Initially a high quality bus with potential to upgrade to tram. First phase from Ilford to Dagenham due to be completed by 2010. Possible extensions to Rainham and Romford, and the route between Romford and Rainham, are currently being assessed and would be progressed at later stages. Bus priority and where appropriate dedicated busways will need to be designed into new developments once the precise alignment has been agreed.⁶¹ This will help improve links between the north and south of the Borough but also links to the Docklands Light Railway and to the London City Airport and Olympic Park.

⁵⁸ Havering Consultation Draft Local Implementation Plan-LB Havering-July 2005

⁵⁹ Havering Borough Spending Plan-LB Havering-2004

⁶⁰ <http://www.crossrail.co.uk/>

⁶¹ Transport for London

- Improvements to London-Tilbury-Southend Line: Proposed new station at Beam Park and the extension of platforms at Rainham Station to substantially increase peak time frequency and operational capacities
- Bus access improvements in the Ferry Lane/Beam Reach employment area: Important to achieving this is the proposed Rainham Creek Crossing which is an essential prerequisite to enable buses to be routed through the Rainham Employment Area
- Park and Ride: National planning guidance states that local authorities should give favourable treatment to well conceived park and ride schemes. In some circumstances it considers them as acceptable Green Belt uses. Through its LIP, Havering has secured funding for a Romford Park and Ride Feasibility Study.
- Thames Gateway Bridge: This will connect Beckton to Thamesmead and will enable the East London Transit to connect to the Greenwich Waterfront Transit.⁶²

Car Parking

- 1.4 Local evidence for Havering indicates that car ownership levels are related to Public Transport Accessibility Levels.⁶³ Therefore, improvements to public transport will help reduce the number of car parking spaces which are necessary to serve new development. This in turn increases the viability of public transport by freeing road space for buses, and enabling less developable land to be given over to car parking, thereby making it easier for a development to be designed around the needs of pedestrians and public transport users. This also has the advantage of minimising additional car travel, reducing trip lengths, and encouraging more sustainable forms of travel. However, it is important that the level of car parking is consistent with the level of public transport access a site enjoys, otherwise this may cause on-street parking problems, and increase social exclusion. Equally, the Council recognises in line with the London Plan and the Mayor of London's Transport Strategy, that many people will continue to use their cars for travel, particularly in the suburbs.⁶⁴ Regard also needs to be had to standards in Essex local authorities which may be more generous than Havering standards, this will be particularly important for employment uses to ensure it does not act as a disincentive to inward investment.

Design and layout

- 1.5 There are also a number of design considerations which new development can address to increase accessibility to public transport and between different forms of transport. In recognition of the increasing age profile of Havering's population, and the significant number of people with a limiting long term illness, this policy promotes seamless integration between forms of transport and ensures that development promotes ease of access to public transport.

⁶² Transport for London

⁶³ Neighbourhood statistics

⁶⁴ London Plan, paragraph 3.205, GLA, 2004 and Mayor's Transport Strategy, paragraph 4H.3, TfL, 2001

Walking and cycling

- 1.6 Walking and cycling are important, and sustainable, forms of transport for the 23% of Havering households who do not have access to a car. Havering's LIP encourages walking and cycling as modes of travel since they help improve health, reduce congestion and help protect the environment.^{65 66} Havering's Walking and Cycling Strategies include a number of measures for promoting these most sustainable forms of transport.

London Riverside

- 1.7 Existing industry in the area enjoys excellent road links but public transport access is poor. The provision of sustainable communities is dependent in part on the provision of major public transport investment. Public transport is the key to realising the optimal residential capacity of London Riverside, for ensuring that jobs created in this area contribute to increasing the Thames Gateway's prosperity and for maximising accessibility to the London Riverside Conservation Park. It will be important to improve north to south linkages through the East London Transit, and improved bus services, to integrate the regeneration opportunities within London Riverside with the rest of the borough.
- 1.8 Funding is being sought for improvements to Rainham Interchange. In addition, a new station at Beam Park (which is a Site Specific Allocation) is proposed, in concert with increased frequencies and capacity on the c2c line. The extension of East London Transit from Dagenham through to Rainham is also proposed.^{67 68} It is also proposed to secure a 'green' tram in connection with the London Riverside Conservation Park, connecting it with Rainham Station.

FURTHER POLICY AND GUIDANCE

- 1.9 More detail on implementation of this policy is provided in the Development Control Policies and supporting guidance:
- Havering Local Implementation Plan 2005/06-2010/11, LB Havering, 2006
 - London Riverside Integrated Transport Strategy, London Riverside Action Group, 2004
 - Travel Plans SPD
 - Havering Walking Strategy, LB Havering, 2005
 - Havering Cycling Strategy, LB Havering, 2005
 - Crossrail Safeguarding Direction-Department of Transport- July 2004 and Channel Tunnel Rail Link Safeguarding Directions 1996.
 - Park and Ride Strategic Assessment Framework for London, Transport for London, July 2004

⁶⁵ Havering Walking Strategy, LB Havering, November 2005

⁶⁶ Havering Cycling Strategy, LB Havering, November 2005

⁶⁷ Achieving through partnership, Havering Strategic Partnership. 2005

⁶⁸ London Riverside Integrated Transport Strategy, London Riverside Action Group, 2004

- Transport Assessment Best Practice, Transport for London 2006

MONITORING

Ref	Indicator	Source
52	Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre. ⁶⁹	Core Output (3)
53	Percentage of completed non-residential development complying with car parking standards set out in the local development framework.	Core Output (3)
54	Annual modal shift from car use in borough	Sustainability Appraisal
55	Number of organisations with a travel plan per annum	Sustainability Appraisal
56	Spatial variations in public transport accessibility levels	Sustainability Appraisal
57	Proportion of journeys made by foot	Sustainability Appraisal
58	Proportion of journeys by cycle	Sustainability Appraisal
58A	Number of road traffic accidents by age and by ward	Local Output

⁶⁹ The calculation of public transport time is a threshold measure which is calculated by using local timetables; interchange times on scheduled arrival times of connecting public transport services and walking distances to access points. When measuring from large sites, the measurement is taken from the most relevant major public transport nodal point(s) within that area or where this is not possible the most appropriate access point(s).

WASTE MANAGEMENT



CP11- SUSTAINABLE WASTE MANAGEMENT

The Council is committed to minimising the production of waste, increases in recycling and composting and achieving substantial reductions in the use of landfill.

New waste management facilities, therefore, will only be acceptable in Havering where they:

- **represent the most sustainable location for the management of the waste**
- **ensure that the community or business which generated the waste is taking responsibility for its management**
- **help the waste planning authority or London waste authority where the waste arose to achieve the maximum degree of self sufficiency in managing their waste**
- **help deliver national targets for recycling and composting of waste.**

The broad locations for new waste management facilities will be in Strategic Industrial Locations, secondary employment areas and existing licensed waste management sites

Until the Joint Waste Plan is adopted the Council will safeguard all existing waste management sites, unless appropriate compensatory provision is made.

The Joint Waste Plan will identify the amount of waste that will need managing across the four East London Boroughs up to 2020 and this will be based on robust evidence which will be informed by the regional waste apportionment. It will identify the range and type of facilities necessary to manage this waste and suitable locations for them.

The Joint Waste Plan will identify sufficient land to manage waste by having regard to the apportionment at Borough level as in the London Plan.

REASONED JUSTIFICATION

- 1.1 With regard to European Directives, the National Waste Strategy and Planning Policy Statement 10: Planning for Sustainable Waste Management, the London Plan encourages an increase in waste minimisation, recycling, composting and the development of new and emerging advanced conversion technologies for waste in preference to any increase in mass burn incineration capacity, and substantial reductions in the use of landfill.^{70 71 72}

⁷⁰ Landfill Directive 1993/31/EC

⁷¹ Waste Framework Directive 2000/60/EC

⁷² Waste Strategy 2000 for England and Wales, DEFRA, 2000

- 1.2 The London Boroughs of Barking and Dagenham, Havering, Newham and Redbridge have indicated in their Local Development Schemes that they intend to produce a Joint Waste Development Plan Document.
- 1.3 In line with PPS10, the Joint Waste Plan will seek to identify the range and types of waste management facilities and suitable locations for them to manage the waste management needs of the four boroughs up to 2020.⁷³ Following the advice in PPS10 and PPS12, and the accompanying best practice guidance, it will test a number of options for meeting waste capacity requirements through the sustainability appraisal process based on a robust analysis of available data and information.^{74 75} This policy sets out the broad principles which, in advance of the production of the Joint Waste Plan, it is possible to identify in line with PPS10 and the London Plan and draft Alterations to it.
- 1.4 One of the key means of minimising the production of waste is to ensure communities take more responsibility for the management of their own waste, rather than dumping it elsewhere, out of sight and out of mind. For this reason Early Alterations to the London Plan identify that two key objectives for the spatial distribution of waste facilities are that:
- Waste should be disposed of in one of the nearest appropriate installations
 - Communities should take more responsibility for the management of their own waste
- 1.5 It also clarifies that boroughs within central London must seek to achieve a maximum degree of self-sufficiency.⁷⁶ Therefore this policy has been framed around these principles of self-sufficiency and proximity. Havering Council wholeheartedly supports this approach. For too long Havering has been the dumping ground for waste from other London Boroughs. This has left a legacy of environmental degradation in London Riverside. Maintaining this trend would not only be unsustainable but would also run counter to government and London Mayoral objectives for regeneration in London Riverside, deter investment, and undermine the work of the London Thames Gateway Development Corporation. Havering is, therefore, committed in line with draft alterations to the London Plan to achieve the maximum degree of self-sufficiency possible in order to contribute to sub-regional self sufficiency.^{77 78} The Council, in partnership with the East London Waste Authority (whose boundaries are coterminous with the sub-region) have made substantial progress in achieving this.

⁷³ PPS10 Planning for Sustainable Waste Management, Para 17 and Annex E, ODPM, July 2005

⁷⁴ Planning for Sustainable Waste Management: Companion Guide to PPS10, ODPM, November 2005.

⁷⁵ PPS10 Planning for Sustainable Waste Management, Para 4, ODPM, July 2005

⁷⁶ Early Alterations to the London Plan, Paragraph 4.10g, GLA, December 2006

⁷⁷ Early Alterations to the London Plan, Paragraph 4.10g, GLA, December 2006

⁷⁸ In line with paragraph 9 of PPS10 'Planning for Sustainable Waste Management' the sub-region comprises the London Borough's of Barking and Dagenham, Havering, Newham and Redbridge

FURTHER POLICY AND GUIDANCE

- 1.6 More detail on implementation of this policy is provided in Development Control Policies and the Joint Waste Development Plan Document. Indicators will be included in the Joint Waste Development Plan Document.

MONITORING

NA	Monitoring of recycling will be undertaken as part of the Joint Waste Plan	Joint Waste Plan
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MINERALS



CP12 - USE OF AGGREGATES

The use of primary won minerals in redevelopments should be minimised by:

- where practicable, recycling and re-using aggregates on site
- encouraging the use of acceptable substitute or recycled materials in place of primary minerals
- re-use of aggregates.

REASONED JUSTIFICATION

- 1.1 National guidelines forecast that 23% of aggregates supply will come from recycled sources. To help achieve, this the Further Alterations to the London Plan aims to ensure boroughs meet the strategic target of:

- 95% recycling and re-use of construction, excavation and demolition waste by 2020
- 80% recycling of that waste as aggregates in London by 2020

FURTHER POLICY AND GUIDANCE

- 1.2 More detail on implementation of this policy is provided in the Development Control Policies and supporting guidance:
- Controlling the Environmental Effects of Recycled and Secondary Aggregates - ODPM 2000

MONITORING

Ref	Indicator	Source
59	Production of secondary/recycled aggregates.	Core Output
59A	Use of primary won materials	Local Output

CP13 - MINERALS EXTRACTION

The Council recognises the strategic need to supply the construction industry with aggregates and, with regard to the current supply position it will identify specific sites/preferred areas in a separate dedicated Minerals DPD to ensure it makes an appropriate contribution towards the 0.5 million tonnes per annum East London apportionment in the London Plan.

Planning permission will only be granted for mineral workings outside of specific sites and/or preferred areas where:

- it is demonstrated that the proposal is sustainable, essential to maintain the East London landbank in accordance with national policy, and necessary to maintain apportioned provision for East London as set out in the London Plan**
- suitable measures and controls are sufficient to ensure there is not an unacceptable adverse impact on the environment or human health**
- the mineral workings can be restored to the highest standards using progressive restoration techniques, and secure a beneficial and acceptable after use in line with Green Belt objectives.**

The Council will also apply these criteria on any applications received before specific sites/preferred areas have been identified in the minerals DPD.

Safeguarding

Planning permission will not be granted for non-mineral development within the Minerals Safeguarding Area defined on the Proposals Map unless the applicant can demonstrate that:

- the development will not sterilize the minerals resource within the timescale that the mineral is likely to be needed**
- the mineral concerned is no longer of any value or potential value**
- the minerals can be extracted prior to the development taking place and this does not render the site unsuitable for the proposed surface development**
- it is not practicable or economic to extract the minerals prior to the development taking place**
- in the Green Belt the development is required for agriculture, forestry or nature conservation or for open air recreation and would be otherwise acceptable in the Green Belt**
- there is an overriding need for the incompatible development.**

REASONED JUSTIFICATION

- 1.1 It is important that there is an adequate supply of raw materials to provide the infrastructure, buildings and goods that society, industry and the economy needs and, therefore, it is a key component in sustaining economic prosperity. Aggregates come from a variety of sources, including marine dredged aggregates and recycling of construction waste. However, an important source of supply will remain from mineral deposits on land.
- 1.2 The Government's National and Regional Guidelines for Aggregate's provision in England 2001-2016 identifies a need for land won sand and gravel for London of 1.2 million tonnes per annum.⁷⁹ In response to this, the London Aggregates Working Party considered the resources available to meet the indicative guideline figure and recommended to the Greater London Authority that a reduced allocation of 1 million tonnes per annum to 2016 could be achieved, divided equally between east and west London. The working party also identified the potential for substantial reserves to be sourced from the Lea Valley Reservoirs, but no figures of the potential resource were available so it was decided not to include it in the apportionment. London Plan New Minerals Policy 1 incorporates the working party's recommendations; Havering is only one of two East London boroughs with substantial aggregates reserves and therefore is expected to make a significant contribution to meeting the East London apportionment.
- 1.3 MPS1 requires that plans should make adequate provision for the supply of minerals, including aggregates, to make an appropriate contribution to meeting local, regional and national needs. MPS1 recommends that Minerals Planning Authorities maintain a land bank of 7 years output. New London Plan Minerals Policy 1 sets an apportionment of 0.5 million tonnes per annum to East London (Redbridge and Havering). Therefore in East London there is a need to maintain a landbank of 3.5 million tonnes which represents an output of 0.5 million tonnes per year. It is estimated that there is currently a permitted reserve of about 2 million tonnes in east London leaving a shortfall of 1.5 million tonnes. It is estimated there are 1 million tonnes of permitted reserve in Havering including dormant sites or currently non-working sites. The Council will identify specific sites/preferred areas in a separate dedicated Minerals DPD to ensure it makes an appropriate contribution towards the East London apportionment. Planning applications for new minerals extraction in Havering will be assessed having regard to the contribution they would make towards achieving the East London apportionment taking into account concurrent supply from other East London boroughs.
- 1.4 MPS1 states that MPAs should provide a clear guide to minerals operators and the public about the locations where minerals extraction may take place. MPAs are expected to show areas of minerals extraction in one of three ways, Sites, Preferred Areas or Areas of Search. Best Practice Guidance to MPS1 states that MPAs who choose to only declare 'Areas of search' must fully justify it in their plan, as these provide less certainty of where and when

⁷⁹ National and Regional Guidelines for Aggregate's provision in England 2001-2016-ODPM-July 2003

development might take place. Sites at South Hall Farm and Spring Farm Rainham have planning permission and cover the initial years of the plan in line with Best Practice Guidance to MPS1 which advises that sites with planning permission can be identified as part of the planned provision.

- 1.5 The Council intends to prepare a separate Development Plan Document to identify 'Preferred Areas' and specific sites for Minerals Extraction. In the interim all proposals will be considered against the criteria in this policy and DC42.

FURTHER POLICY AND GUIDANCE

- 1.6 More detail on implementation of this policy is provided in the Development Control Policies.

MONITORING

Ref	Indicator	Source
60	Production of primary land won aggregates.	Core Output

GREEN BELT



CP14 - GREEN BELT

The boundary of the Green Belt is shown on the Proposals Map. The revised boundary has taken full account of development needs in the borough over the plan period.

Because of the exceptional circumstances which exist in each case, three sites have been removed from the Green Belt:

- **Whitworth Centre**
- **Part of Lot 7 Hornchurch Airfield**
- **Tay Way**

The following four Major Developed Sites remaining in the Green Belt have been identified:

- **St George's Hospital**
- **Cardrome**
- **Quarles Campus**
- **Nags Head Lane Sewage Treatment Works**

REASONED JUSTIFICATION

- 1.1 More than 50% of Havering is Green Belt land and it encircles the built up areas of the borough in the west, north and east. It has proved effective in preventing urban sprawl and assisting the recycling of derelict land within the urban area and it also has helped maintain a valuable recreational resource on the metropolitan edge, particularly through the Country Parks and the Thames Chase. Applications for development within the Green Belt will be assessed against the relevant Core and Development Control policies and national planning policy on Green Belts.
- 1.2 The preparation of the Local Development Framework presented the opportunity to review the Green Belt boundary to ensure that it is defensible for the next 15 years.
- 1.3 During the consultation process many sites have been put forward to be considered for removal from the Green Belt. These sites have been assessed against the five purposes of including land in the Green Belt set out in PPG2 and whether exceptional circumstances exist to justify their removal.
- 1.4 This policy puts forward a revised boundary which excludes those sites where the Council considers there are exceptional circumstances justifying their removal. The revised boundary takes full account of housing supply and demand issues and other development pressures, but these do not, in themselves, justify releasing land from the Green Belt. The three sites which have been excluded from the Green Belt are described below:

Whitworth Centre

- 1.5 This site, and the Broxhill Centre to the north of Noak Hill Road, are both former school sites which are currently being used as offices, in council ownership and will both become vacant in the near future. The opportunity, therefore, exists to deal with the future of these sites in a related and comprehensive manner which will improve the Green Belt and, for this reason, the Council considers there are exceptional circumstance warranting the removal of the Whitworth Centre from the Green Belt.
- 1.6 To deliver these Green Belt improvements, it is proposed to demolish the buildings at the Broxhill Centre, thus forgoing any redevelopment rights that would exist if the site was allocated as a Major Developed Site. The Broxhill Centre would be developed for public open space /playing fields, including the re-provision of the redundant playing fields on the Whitworth Centre site. This would enable the Whitworth Centre to be removed from the Green Belt and developed to its full potential as part of the urban area of Harold Hill (also instead of redevelopment as a Major Developed Site). The new Green Belt boundary on the south side of Noak Hill Road would be well landscaped, and the new development would be lower and less conspicuous than the existing Whitworth Centre buildings.
- 1.7 This approach will result in the overall improvement of the Green Belt in this location by greatly increasing the open nature of the land to the north of Noak Hill Road and providing a defensible and sympathetic Green Belt boundary along Noak Hill Road. More detail is provided in the related Site Specific Allocation policy.

Part of Lot 7 Hornchurch Airfield

- 1.8 The exceptional circumstance in this case is that the site has now been developed for housing as a result of a planning permission given in 1977 and, therefore, it is no longer serving any Green Belt purpose.

Tay Way

- 1.9 At present the Green Belt boundary runs diagonally through the gardens of the two residential properties at the eastern end of Tay Way so that only parts of the gardens are in the Green Belt. The sites adjoin the Risebridge Golf Course and that boundary makes a more logical, and defensible, Green Belt boundary and constitutes the exceptional circumstance in this case.

Major Developed Sites

- 1.10 PPG2 allows limited infilling or redevelopment of major existing sites that have been identified in a Local Plan. The Council has identified four Major Developed sites in the Green Belt. The criteria set out in Annex C of PPG2 would apply to these Major Developed Sites.

FURTHER POLICY AND GUIDANCE

- 1.11 More detail on the implementation of this policy is provided in the relevant Development Control Policies and Site Specific Allocations.

ENVIRONMENTAL MANAGEMENT



CP15 - ENVIRONMENTAL MANAGEMENT

To reduce their environmental impact and to address the causes and adapt to and mitigate the affects of climate change in their location, construction and use new development should:

- minimise their use of natural resources, including the efficient use of land
- reduce and manage fluvial, tidal and surface water and all other forms of flood risk through spatial planning, implementation of emergency and other strategic plans and development control policies
- have a sustainable water supply and drainage infrastructure.
- avoid an adverse impact on water quality
- ensure that it does not singularly or cumulatively breach air quality targets
- take the necessary measures to address contaminated land issues
- avoid a noise sensitive use being exposed to excessive noise
- minimise the negative impact of lighting.

Major new development will be required to adopt high standards of sustainable construction and design and to incorporate on-site renewable energy equipment to reduce predicted CO₂ emissions in line with regional and national policy.

REASONED JUSTIFICATION

- 1.1 In line with PPS1 this policy seeks to enhance and protect the built and natural environment by taking into account environmental issues such as renewable energy; air quality and pollution, land contamination, the protection of groundwater from contamination, and noise, light pollution and climate change adaptation and mitigation.⁸⁰ These are briefly covered under the respective headings below and in more detail in the Development Control Policies.

Sustainable Construction

- 1.2 In line with London Plan Policy 4B.6, this policy promotes a high standard of sustainable design and construction in new development.

Renewable Energy

- 1.3 In Havering, in 2003, over a million tonnes of CO₂ were emitted, approximately 70% from buildings and 30% from transport. The UK Energy Strategy commits the Government to achieve a 20% reduction in CO₂ emissions by 2020. The London Sustainable Development Commission

⁸⁰ Planning Policy Statement 1, Delivering Sustainable Development, ODPM 2005

recommends the adoption of a target for the reduction of carbon dioxide emissions in London of 20 per cent from 1990 levels by 2010, as the first stage in a process that would lead to a minimum target of a 60 per cent reduction in carbon dioxide emissions (relative to 2000) by 2050. In line with the London Plan, and PPS22, this policy promotes the use of all forms of renewable energy where appropriate.

Flood risk

- 1.4 National guidance in the form of PPS 25, 'Development and Flood Risk' states that planning authorities should apply the 'precautionary principle' to the issue of flood risk, using a risk-based search sequence. Consequently, with regard to the Havering Strategic Flood Risk Assessment (SFRA) the Council will adopt a 'sequential approach' to flood risk which matches the vulnerability of land use and development type to flood risk. In all cases, the Council will seek to ensure that the development is located, designed and laid out to ensure that the risk of death or injury to the public and damage from flooding is minimised whilst not increasing the risk of flooding elsewhere and that residual risks are safely managed. The flood risk areas are shown in the Havering SFRA and on the Proposals Map and the related Development Control Policy sets out in more detail the approach to determining what types and use of development are acceptable where. The Core Strategy is supported by the sub-regional SFRA of East London. The Havering SFRA provides further information to complement this study. Surface water drainage should be achieved through the use of SUDS rather than traditional piped surface water networks, where practical. This will aid groundwater levels and recharge.

Water supply and drainage

- 1.5 Climate change could have fundamental effects on Havering's supply of water due to seasonal changes in rainfall levels and temperature increases. In 2005, average household water consumption in Havering and surrounding areas was around 450 litres per day and rising by 3% pa, an unsustainable trend given the lack of spare water resources capacity in the south-east. The planning by water companies is increasingly based on importing from other regions but this is likely to have significant effects on river flows elsewhere. Therefore, in line with EC Directive (2000/60/EC), national guidance and advice from the Environment Agency, this policy promotes the sustainable use of water resources, and recognises that the supply of water and sewage disposal must be taken into account in drawing up development plans to ensure that there is adequate utility infrastructure in place prior to construction.⁸¹

Water quality

- 1.6 An important objective of the EC Water Framework Directive (2000/60/EC) is to achieve 'good' status for all ground and surface water bodies by 2015. At a regional level, boroughs are expected to seek to protect and improve water

⁸¹ Water Resources for the Future: A Strategy for England and Wales, Environment Agency 2001.

quality to ensure that the Blue Ribbon Network⁸² is healthy, attractive and offers a valuable series of habitats by directing refusal of proposals that are likely to lead to a reduction in water quality: Therefore, it is important that new development does not have an impact on water quality and that where appropriate opportunities are taken to improve water quality, for example, in the lower parts of the Rivers Beam/Rom and Ingrebourne where water quality remains at fair, poor or even bad quality.

Air Quality

- 1.7 In 2003, the London Borough of Havering assessed air quality throughout the borough with regard to the air quality targets in the National Air Quality Strategy and the Greater London Authority's Air Quality Strategy.⁸³ These strategies set standards and objectives for eight main pollutants that are known to be harmful to health. This found that monitored and predicted levels of nitrogen dioxide and fine particulate matter (PM10) exceeded air quality objectives at certain locations, especially in the north of the Borough, and that this was almost entirely attributable to road traffic. The whole of Havering has been designated as an Air Quality Management Area, and in 2007 an Action Plan will be agreed which will set out the measures Havering intends to take to reduce levels of Nitrogen Dioxide and PM10 to acceptable levels. This strategy's approach of integrating land use and transport should help tackle air quality issues as it is focused on reducing the need to travel by promoting linked trips, reducing commuting lengths and also promoting more sustainable forms of travel. The strategy's approach to sustainable construction and renewable energy will also help reduce harmful emissions and the strategy's approach to biodiversity will help moderate air borne pollutants. Havering Council will work with Transport for London and other agencies to ensure that development has a beneficial impact on air quality and, where a development is likely to cause a breach of air quality targets, the possibility of securing mitigation measures that would allow the proposal to proceed.

Contaminated Land

- 1.8 Contaminated land exists in Havering. As well as the industrial areas of South Hornchurch and Rainham, there are extensive current and former mineral workings and landfill sites, allied with numerous sensitive 'receptor' sites, including sites of nature conservation importance, rivers and residential areas. The Government's objectives for contaminated land are set out in PPS23: Planning and Pollution Control, and DETR (now DCLG) circular 02/2000.⁸⁴ PPS23 states that opportunities should be taken wherever possible to use the development process to assist and encourage the remediation of land already affected by contamination and ⁸⁵ places the responsibility on owners and developers to establish the extent of any potentially harmful materials on their sites.

⁸² The London Plan, Policy 4C.1: The Strategic Importance of the Blue Ribbon Network, GLA, 2004

⁸³ National Air Quality Strategy, DEFRA 2000

⁸⁴ Circular 02/2000, Contaminated Land, DETR

⁸⁵ Planning Policy Statement 23, Planning and Pollution Control, ODPM 2005

Noise

- 1.9 In line with PPG24: Noise, this policy aims to ensure that noise-sensitive developments are located away from existing sources of significant noise (or programmed development such as new roads) and that potentially noisy developments are located in areas where noise will not be such an important consideration or where its impact can be minimised.⁸⁶

FURTHER POLICY AND GUIDANCE

- 1.10 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance:
- Thames Gateway Strategic Flood Risk Assessment, ERM, 2006
 - Supplementary Planning Document on Sustainable Construction
 - London Renewables 'Integrating renewable energy into new developments: a toolkit for planners, developers and consultants', 2004
 - LB Havering guide to 'Contamination and the Planning Process'
 - Noise SPD
 - Lighting in the Countryside: towards good practice, ODPM, 1997

MONITORING

Ref	Indicator	Source
61	Loss of flood plain	Sustainability Appraisal (SEI)
62	Number of planning permissions granted contrary to the advice of the Environment Agency	Core Output (7)
63	CO2 emission levels by 2010	Sustainability Appraisal (SEI)
64	No. of schemes to BREEAM or Eco-Homes standards	Sustainability Appraisal (SEI)
65	% of energy generation from renewable sources	Sustainability Appraisal (SEI)
66	Renewable energy generation capacity installed by type	Core Output (9)
67	% growth in water consumption	Sustainability Appraisal (SEI)

⁸⁶ Planning Policy Guidance Note 24, Planning and Noise, ODPM, 2004

68	% of main rivers of good or fair chemical and biological quality.	Sustainability Appraisal (SEI)
69	Concentration of 2 main air pollutants (NO2, PM10) at monitoring stations	Sustainable Appraisal (SEI)
69A	Hospital admissions for respiratory disease	Local Output
70	Area of land remediated ready for development	Sustainability Appraisal (SEI)
71	Number of noise complaints	Sustainability Appraisal (SEI)

CP16 - BIODIVERSITY AND GEODIVERSITY

The Council will seek to protect and enhance the borough's rich biodiversity and geodiversity, in particular, priority habitats, species and sites. It will increase public awareness and appreciation of biodiversity and will seek to put in place a strategic framework for the development and delivery of the London Riverside Conservation Park.

REASONED JUSTIFICATION

- 1.1 Biodiversity is the diversity, or variety, of plants, animals and other living things in a particular area or region and has social and economic value for human society.
- 1.2 In line with Planning Policy Statement 9: Biodiversity and Geological Conservation, Planning Policy Statement 7: Sustainable Development in Rural Areas, and the London Plan, this policy aims to maintain, enhance, restore or add to Havering's rich biodiversity and geological conservation interests, and protect valued rural environmental resources.
- 1.3 The Council has the benefit of the Greater London Authority's audit of sites of nature conservation importance in Havering (March 2003). This identified 93 sites of Nature Conservation Importance in Havering. In addition, Havering's Phase 1 Biodiversity Action Plan (April 2003) identifies a range of species and habitats which are either regional or national priorities. Naturally, these are not confined to the designated sites, for example, private gardens are a regionally priority habitat. This policy, therefore, not only considers the protection of identified sites of nature conservation importance but looks at

enhancing biodiversity, in particular, priority habitats and species. The concept of wildlife corridors will be important in this as they enable wildlife to spread out from areas of high biodiversity value. The Havering Wildlife Partnership has identified seven such corridors.⁸⁷

- 1.4 Even among the Outer London boroughs, Havering's biodiversity is notable. Its historic parks, its river valleys and its Thames-side marshland hold a significant proportion of London's entire resource of some priority habitats. Over half the Borough is covered by protected countryside, parkland and nature reserves. There are 3 designated Sites of Special Scientific Interest (SSSIs); Rainham and Wennington Marshes, Ingrebourne Marshes and Hornchurch Cutting (which is designated because of its geological importance), and also a large proportion of London's flood plains and hedgerows. At 343, the number of ponds and lakes is the largest for any London borough. Private gardens are home to a national priority species, the stag beetle, and Havering is also the stronghold in London for two other national priority species - water voles and great crested newts.⁸⁸ In implementing the policy the Council will have regard to the UK, GLA and Havering Biodiversity Action Plans
- 1.5 Havering is fortunate in having the most important site for nature conservation in London at Rainham/Wennington Marsh and the Council is committed to working in partnership with the Royal Society for the Protection of Birds to create the London Riverside Conservation Park which will become an important visitor destination.
- 1.6 Havering also includes Thames Chase, one of England's 12 Community Forests established in 1990/91. Thames Chase, in partnership with many organisations, has transformed the landscape and nature conservation value of much of Havering's Green Belt within easy reach of residents; through woodland creation, conserving and enhancing other habitat types and improving access.

FURTHER POLICY AND GUIDANCE

- 1.7 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance:
 - Protecting the Borough's Biodiversity SPD
 - Protection of Trees During Development SPD
 - Havering Biodiversity Action Plan, LB Havering, 2003
 - Thames Chase Plan, 2000

⁸⁷ Sites of Nature Conservation Importance Audit, GLA, March 2003

⁸⁸ Havering Phase1 Action Plan, April 2003

MONITORING

Ref	Indicator	Source
72	Changes in areas designated for their intrinsic environmental value including sites of international, national, regional or sub-regional significance.	Core Output (8)
73	Losses of priority habitats (BAP): Woodland, marsh, floodplain, grassland, hedgerows, and gardens.	Sustainability Appraisal (SEI) and Core Output (8)
74	Losses of national priority species: Stag Beetle, Water Vole and Greater Crested Newt.	Sustainability Appraisal (SEI) and Core Output (8)

DESIGN



CP17 - DESIGN

The appearance, safety and accessibility of Havering will be maintained and, where possible, enhanced by requiring new development to:

- **maintain or improve the character and appearance of the local area in its scale and design**
- **provide a high standard of inclusive design so it is accessible to those who require access to it**
- **be safe and secure in its design and contribute to community safety.**

The Council may bring forward design codes as Local Development Documents for major development sites to achieve the aims of this policy.

The Council will prepare a Supplementary Planning Document based on the Thames Strategy East Thames Appraisal and within this define the extent of the Thames Policy Area.

REASONED JUSTIFICATION

Urban Design

- 1.1 Good design is not just about the architecture of individual buildings, but also the functionality and impact of the development on the overall character, beauty, quality and sustainability of an area including resource efficiency. It is pivotal in improving livability and quality of life . Successful, thriving and prosperous communities are characterised by streets, parks and open spaces that are safe, clean and attractive ‘livable’ spaces.’⁸⁹ Therefore, in line with Planning Policy Statement 1: Delivering Sustainable Development, and the London Plan, this policy promotes high quality, safe and accessible design over the lifetime of a development, and encourages design which improves the character and quality of the borough.^{90 91}
- 1.2 In line with the London Plan, the Council recognises the importance of the Thames and Thames frontage for transport, recreation and leisure, and its important historic, cultural and natural connections. To better understand and in order to capture and enhance these qualities the Council will prepare a Supplementary Planning Document based on the Thames Strategy East Thames Appraisal and within this define the extent of the Thames Policy Area with regard to the criteria in the London Plan.

⁸⁹ Living Places, Cleaner Safer Greener, ODPM, 2002

⁹⁰ Planning Policy Statement 1, Delivering Sustainable Development, ODPM, 2005

⁹¹ The London Plan, GLA, 2004

Accessibility

- 1.3 Access is a major issue in Havering because of the high proportion of older people in the borough, and the relatively high number of households containing someone with a physical disability. Therefore, in line with national and regional policy and the Disability Discrimination Act (DDA), this policy seeks to ensure that development meets the needs of all in society and is accessible, usable and easy to understand by them. This applies not only to buildings but the spaces around and between them.^{92 93 94} The policy will be supported in this through schemes promoted in Havering's Local Implementation Plan 2005/06-2010/11 which aims to create inclusive environments.⁹⁵

Crime

- 1.4 Whilst Havering is generally a safe borough it does have localised 'hotspots', in particular, crime associated with Romford's evening economy. Therefore, the Havering, Crime, Disorder and Drugs Reduction Strategy aims to create safer environments in order to not only address the causes of actual crime but also to address the fear of crime.⁹⁶ To help deliver, this and in line with PPS1 and 'Safer Places the Planning System and Crime Prevention', this policy places issues of community safety and crime prevention at the heart of the planning process and aims to create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion.^{97 98}

FURTHER POLICY AND GUIDANCE

- 1.5 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance:
- Designing for Safer Places SPD
 - By Design - Urban Design in the Planning System, CLG, 2000
 - SPG Accessible London achieving an inclusive environment, GLA, 2005
 - Manual for Streets, DoT, CLG, 2007

MONITORING

Ref	Indicator	Source
48	% of LA buildings fully accessible for people with disabilities	Sustainability Appraisal (SEI)
15	% of new homes built to Lifetime Homes standards.	Local Output

⁹² The London Plan, GLA, 2004

⁹³ Planning Policy Statement 1, Delivering Sustainable Development, ODPM, 2005

⁹⁴ The DDA requires all public buildings to make reasonable adjustments in order to be fully accessible to all people of all ages.

⁹⁵ Local Implementation Plan, LB Havering, 2007

⁹⁶ Havering Crime and Disorder Strategy 2005-2008, LB Havering, 2005

⁹⁷ Planning Policy Statement 1-Delivering Sustainable Development, ODPM, 2005

⁹⁸ Safer Places, the Planning System and Crime Prevention, ODPM, 2005

75	Street crime, residential burglary and vehicle crime rates	Sustainability Appraisal (SEI)
76	Disorder call rates	Local Output

HERITAGE



CP18 - HERITAGE

All new development affecting sites, buildings, townscapes and landscapes of special architectural, historical or archaeological importance must preserve or enhance their character or appearance. Contributions may be sought towards the preservation or enhancement of historic assets where appropriate.

REASONED JUSTIFICATION

- 1.1 The historic environment can help foster the attainment of key social objectives, most particularly economic development, but also public health, community safety, better educational attainment, and community cohesion.
- 1.2 Havering has a wealth of heritage sites the value of which has to be taken into account when development proposals are being considered. These include 200 statutory listed buildings, three Scheduled Ancient Monuments and nine Conservation Areas (3.5% of the borough). Around half of the borough comprises Areas of Archaeological Potential. There are also over 200 buildings of local historical and/or architectural interest, a Special Character Area and two design policy areas.
- 1.3 The Council also has the benefit of some four decades of archaeological information. Details of statutory buildings of historical and/or architectural interest, ancient monuments, conservation areas, parks and gardens of historic interest and areas of archaeological potential are all set out in the Heritage Strategy Supplementary Planning Document. In line with Planning Policy Guidance note 16: Archaeology, the Council recognises that archaeological remains are irreplaceable and seeks the protection, enhancement and preservation of sites of archaeological interest and their settings.

FURTHER GUIDANCE

- 1.4 More detail on the implementation of this policy is provided in the Development Control Policies and supporting guidance:
 - Heritage SPD

MONITORING

Ref	Indicator	Source
77	Number of historic buildings at risk per annum	Sustainability Appraisal (SEI)
78	Number of Conservation Areas with Appraisals and Management Plans	BVPI 219
79	Review need for Conservation Areas Borough wide	Planning(Listed Buildings and Conservation) Act 1990

10 Implementation and Monitoring

10 Implementation and Monitoring

- 10.1 Implementing the Vision, objectives and policies of the Core Strategy, will be achieved in a number of ways. Many factors are outside the direct control of those involved in the delivery of the Core Strategy for example, the global economy, the climate, the threat of pandemics, and so on, but by working in partnership and by using assets, tools and funding creatively and by gathering intelligence on economic, social and environmental issues, a real and lasting impact can be made in achieving the vision and objectives of the Core Strategy. The key ways the Core Strategy will be implemented are as follows:

Working in partnership with other agencies in the development planning process including at the national regional and local level

- 10.2 Key partners include:

- Havering Strategic Partnership and its constituent members:
 - Learning and Skills Council
 - Aon Group
 - Havering Association of Voluntary and Community Organisations
 - Havering Trades Council
 - Ford Motor Company
 - Metropolitan Police
 - Havering Chamber of Commerce
 - Age Concern
 - Havering Primary Care Trust
 - Barking, Havering and Redbridge Hospitals
- Greater London Authority
- Transport for London
- London Development Agency who also own a significant amount of land in London Riverside.
- Thames Chase
- Havering Wildlife Partnership
- Housing Corporation
- London Thames Gateway Development Corporation

- 10.3 The implementation of the Core Strategy will also depend on securing the involvement of the community especially those who live, work or visit the area. Havering was the first London Borough to adopt its Statement of Community Involvement and it will honour the commitments set out in this document to involving the community in the preparation of Local Development Documents and in making decisions on applications for major developments.

Policy tools

10.4 Examples of policy tools include:

- Residential Density Matrix
- Sequential Test
- Open Space Hierarchy

Planning standards

10.5 Examples of planning standards include

- BREEAM including Code for Sustainable Homes
- Housing Corporation Development Scheme Standards
- Lifetimes Homes
- Secure by Design

Protection or safeguarding land or features

10.6 Examples of land or features protected in the Core Strategy include:

- Open space
- Green Belt
- Listed Buildings
- Conservation Areas
- Wharves
- Trees
- Sites of Nature Conservation Importance

Designation of land for particular uses

10.7 Examples of land designated for particular uses include:

- Main and secondary employment areas
- Core and fringe shopping areas

Other Local Development Framework documents

10.8 Other Development Plan Documents (DPDs) and Supplementary Planning Documents will be prepared to help achieve the vision and objectives of the Core Strategy. These are set out in Havering's Local Development Scheme. Committed DPDs include the Romford Area Action Plan, Joint Waste Plan and Site Specific Allocations Document. Local Development Documents may also include masterplans for major development sites to enable the wider involvement of the community in major schemes which affect them.

Best practice advice

- 10.9 Core Strategy policy signposts applicants, where appropriate, to best practice guides which provide more detailed advice on the implementation of policies. Examples include:

- The London Renewables Toolkit 2004
- By Design, Urban Design in the Planning System Towards Better Practice 2000
- Better Places to Live 2001
- Safer Places the Planning System and Crime Prevention 2004
- Supplementary Planning Documents produced by Havering Council and Supplementary and Best Practice Guidance produced by the GLA

Conditions and planning agreements

- 10.10 Core Strategy policy may apply conditions or, failing that, seek to enter into planning agreements to ensure that new development is sustainable and to mitigate against adverse impacts for example:

- Affordable housing
- Community facilities
- Public transport improvements
- Education contributions
- Environmental and other qualitative improvements to town centres

Planning statements and assessments

- 10.11 Core Strategy policy, where appropriate, requires the submission of planning statements and assessments with planning applications to ensure the applicants have addressed certain issues set out in the Core Strategy, for example, to mitigate against adverse impacts or to demonstrate that specific requirements have been met. Examples include:

- Design and access
- Transport
- Travel Plans
- Energy
- Flood Risk

Funding

- 10.12 Funding will be important in implementing the Core Strategy. Aside from funding secured through planning agreements other sources include:

- Housing Corporation Funding
- Transport for London Funding
- Community Infrastructure Fund
- London Development Agency Funding
- London Thames Gateway Development Corporation Funding

- Cleanaway Landfill Trust Funding
- European Union Funding

Compulsory Purchase

10.13 Havering Council and the London Thames Gateway Development Corporation have compulsory purchase powers. Compulsory Purchase Orders (CPOs) are an important tool to use as a means of acquiring land needed to help deliver social and economic change. CPOs can help bring about urban regeneration, the revitalisation of communities and the promotion of business leading to improvements in quality of life. Examples of this include:

- Where there is a need for a comprehensive redevelopment of an area where there are a number of separate landowners
- Where a property has fallen into disrepair and it seems unlikely that the owner intends to refurbish it.

Monitoring

10.14 Monitoring is a vital tool in ensuring the Core Strategy is being implemented as intended. Havering Council produces an Annual Monitoring Report which includes a framework of over 50 indicators and targets against which the effectiveness of Core Strategy policies can be measured. These indicators and targets come from a number of sources including Core Output Indicators set by the Government, Local Output Indicators and Significant Effects Indicators (SEI) set by the Council. The SEI are drawn from the Sustainability Appraisal Framework which is set out in the Core Strategy Sustainability Appraisal Scoping Report. The SEIs enable the sustainability impacts of the Core Strategy to be assessed. The Local Output Indicators are locally defined indicators focused on monitoring those aspects of the Core Strategy which impact on spatial planning and expressed in local strategies, for example, the Housing Strategy, Supporting People Strategy, Local Implementation Finance Trust, Havering Biodiversity Action Plan, Thames Chase Plan and Local Implementation Plan. These indicators and targets are provided against the relevant Core Policies in Chapter 11. Where the Annual Monitoring Report reveals a policy is not being implemented as intended, it can be reviewed and amended, as appropriate, through revisions to the Core Strategy.

10.15 Underpinning this monitoring framework is a robust evidence base including:

- Havering Employment Land Study (2006)
- Havering Retail and Leisure Study (2006)
- Havering Open Space and Sports Assessment (2005)
- London Housing Capacity Study (2005)
- Havering Housing Needs Survey Update (2006)

10.16 These will be reviewed, on average, every five years and these detailed assessments will augment the data in the Annual Monitoring Report.

10.17 Internal working groups will also help the implementation and monitoring of Core Strategy policy. These enable Core Strategy policy to be communicated widely, and the impact of policy and related obligations to be assessed on individual schemes and regeneration areas. Examples include:

- S106 Working Party
- Corporate Housing and Planning Group
- Major Development Group
- Regeneration Group

How the Core Policies will be delivered

10.18 The following paragraphs provide a summary of how each of the Core Policies will be delivered focusing on the key delivery agents, delivery mechanisms and funding sources.

CP1 Housing Supply

CP2 Sustainable Communities

10.19 Public and private landowners and developers particularly house builders will be key to delivering the forecast rate of house building identified in the Housing Trajectory. Key landowners include the NHS Trust, the Council, the London Development Agency, and the London Thames Gateway Development Corporation. The latter two bodies own significant land parcels in London Riverside and continue to assemble their land to facilitate the delivery of the relevant Site Specific Allocations. A significant amount of new housing will come forward in Romford town centre and relevant opportunities will be identified in the Romford Area Action Plan. The Housing Trajectory identifies the main sources of future housing supply over the life of the plan. As well as its own land disposals, the Council will play a key role in delivering other major sites through liaison with landowners and developers particularly through the pre-application process and the 'Development Team' approach.

10.20 The Core Strategy aims to ensure that 50% of all new homes built each year are affordable. The main sources of affordable housing supply will be funded through planning agreements or conditions attached to general market housing sites, council subsidy by way of recycled land value or direct grant or funds from the Housing Corporation's National Affordable Housing Programme London Allocation Statements. Affordable housing may also be delivered through Registered Social Landlord developments.

CP3 Employment

10.21 London Development Agency Opportunity Funding will continue to be bid for to help fund improvements to the Borough's main employment areas. Funding (2007-2010) from this source has helped set up the Ferry Lane Business Improvement District (BID) in 2007. The BID is funded through a supplementary levy on the business rate to fund

environmental and business improvement initiatives. The BID runs until 2012 when another vote will be necessary. Funds from the Council's Capital Programme and from developer contributions will also help fund improvements. The Centre for Engineering and Manufacturing Excellence (CEME) provides affordable learning/workspace to Small and Medium Enterprises (SME) and the community to help to provide a catalyst for regeneration, innovation and SME development in the Beam Reach area.

- 10.22 East London Learning and Skills Council Funding provides support to the skills initiatives run by Havering Association of Community and three Voluntary Organisations and the Havering College of Further and Higher Education. The LDA also fund the Havering Jobnet programme which delivers job-brokerage services to unemployed people.
- 10.23 In line with action TC7 of the Hornchurch Urban Strategy, the Council will seek the opportunity to develop creative industry employment in Hornchurch through artists' space and training links with Havering's Colleges and the Queen's Theatre.

CP4 Town Centres

- 10.24 The following groups are working with partners to maximise private and public sector investment in the borough's town centres:
- Romford Town Centre Partnership through the Romford Urban Strategy and Romford Area Action Plan
 - Hornchurch Town Centre Partnership through the Hornchurch Urban Strategy
 - Collier Row Regeneration Steering Group
 - Elm Park Regeneration Steering Group
- 10.25 Key funding streams are from Transport for London for multi modal improvements through the Local Implementation Plan process, developer contributions and funds from the LB Havering Capital Programme to a range of environmental and transport improvements.
- 10.26 Rainham District Centre is the focus of a number of Site Specific Allocations supported by funding from the London Thames Gateway Development Corporation.
- 10.27 Harold Hill District Centre will be at the heart of the emerging Harold Hill Urban Strategy.

CP5 Culture

CP6 Arts in Hornchurch

- 10.28 The Havering Cultural Strategy 2007-2011 aims to create a place where culture is at the heart of Havering's towns, the lives of its children and young people, a cohesive community and its future.

Havering's Cultural Strategy 2007-2011 and Arts Strategy 2007-2012 contain a range of actions and related delivery measures to help ensure that cultural uses help improve the quality of life of residents and visitors. EcoTec have been commissioned to develop a full set of performance indicators to measure outcomes of the Cultural Strategy's 17 objectives. The Strategy aims to maximise opportunities arising from the regeneration of town centres, focusing on Thames Gateway Riverside, Romford Town Centre and the Hornchurch Cultural Quarter. Consequently through the Hornchurch Urban Strategy, the Hornchurch Town Centre Partnership is aiming to create a thriving cultural suburb. Similarly, through the Romford Urban Strategy, the Romford Town Centre Partnership is aiming amongst other things to increase the cultural value of Romford Town Centre.

CP7 Recreation and leisure

10.29 Havering's Parks and Open Spaces Strategy 2007-2012 and Sports and Physical Activity Strategy 2007-2009 contain a range of actions and related delivery measures which dovetail with the Core Strategy. The range of partners and funding streams are dynamic and change over time and are too numerous to mention but include:

- SLM Leisure – Manage Hornchurch, Central Park and Chafford Sports Centres
- Thames Chase – Thames Chase Plan 2000
- London Thames Gateway Development Corporation Indicative Cost Plan and Investment Framework – Green Grid, Thames Path, London Riverside Conservation Park (RSPB)
- Veolia – Veolia Cleanaway ES Havering Riverside Trust
- DEFRA – Aggregate Levy Sustainability Fund
- Sport England – National and Community Funding (London Sports Board)
- National Lottery
 - Big Lottery Fund
 - Physical education and sport programme
 - Well being
 - Children's Play (forthcoming Children's Play strategy will provide basis for bids)
 - Awards for All
 - Heritage Lottery Fund
- Transport for London – Local Implementation Funding for recreational walking and cycling initiatives
- Havering Primary Care Trust – Capital and revenue funding

10.30 The Council will also work with a range of local groups to increase access to leisure and recreation opportunities including Friends of Parks Groups, Havering Sports Council, Havering Primary Care Trust, London Parks and Green Space Forum and East London Sports and Physical Education Partnership.

CP8 Community Facilities

10.31 There are a range of plans and strategies pertinent to this Core Policy including:

- Havering's 5 Year Supporting People Strategy
- Havering Children and Young Peoples Plan 2006-09
- Havering Early Years Childcare and Operational Plan 2006/07
- Havering School Organisation Plan 2003-08
- Havering Library Strategy 2006-2009
- NHS Local Improvement Finance Trust Programme
- The Local Health Services Assessment published by Havering PCT
- London Thames Gateway Development Corporation Indicative Cost Plan and Investment Framework

10.32 Key partners include Havering Local Education Authority, LB Havering Social Care and Health, Havering Primary Care Trust, North East London Mental Health Trust, Barking, Havering and Redbridge Hospitals NHS Trust, Department of Health (Supporting People Grant), Department for Education and Skills. All these bodies contribute revenue and capital funding opportunities. In addition, developer contributions will be an important source of funding.

CP9 Reducing the need to travel

CP10 Sustainable Transport

10.33 CP10 sets out a number of public transport improvements in line with the London Plan. In London Riverside two major forms of funding will be the London Thames Gateway Development Corporation Indicative Cost Plan and Investment Framework and the Thames Gateway Strategic Partnership Advisory Transport Sub Group Communities and Local Government Finance. The following schemes are listed in CP10, the delivery agents are identified and current indicative timescale for completion.

- East London Transit – Transport for London – 2012/2017
- Crossrail – Cross London Raillinks - 2017
- c2c Improvements – c2c Railway, Network Rail, Department for Transport Rail Group (no date yet fixed)
- London bus network improvements – Transport for London,
- Developer contributions – ongoing

10.34 Apart from major public transport improvements these policies also include other measures to reduce the need to travel and promote sustainable forms of transport. Walking and cycling are promoted through the Havering Walking and Cycling Strategies 2006 and Thames Chase Plan 2000, with recourse to Transport for London Funding, Developer Contributions, Lottery Funding and Veolia Cleanaway ES Havering Riverside Trust funding. Havering's Local

Implementation Plan contains a range of other projects too numerous to list here. LIP funding is bid for on a yearly basis.

CP12 Use of aggregates

CP13 Minerals extraction

- 10.35 These policies depend on minerals operators and the actions of developers for their implementation. The restoration of mineral workings can help achieve the implementation of the Thames Chase Plan.

CP15 Environmental Management

- 10.36 The Council will continue to work with the Environment Agency with regard to flooding and water quality issues to achieve their river water quality targets and help implement the 'Bringing Your Rivers Back to Life' Strategy. Developer actions will be important in this regard through the application of the sequential test, implementation of Sustainable Urban Drainage systems and through developer contributions to measures to improve river water quality.
- 10.37 The achievement of Level 3 Code for Sustainable Homes will help reduce water usage and tackle the recent growth in water consumption. The actions of developers and the success of the Council in implementing its Development Control Policies will be key to increasing the percentage of energy which is derived from renewable sources. In this regard the Council will work in partnership with the Building Research Establishment and encourage developers to use the services of Solar Century Micropower Planning Services and Creative Environmental Networks Developer Support Service.
- 10.38 Air Quality issues will be tackled through the monitoring of Air Quality Management Areas which may identify the need to specific measures to address target breaches. The interaction of Core Policies will themselves help address air pollution issues through the promotion of sustainable development.

CP16 Biodiversity and Geodiversity

- 10.39 The implementation of the Thames Chase Plan and the London Riverside Conservation Park are two key projects which will help deliver this Core Policy. With regard to the latter, the Royal Society for the Protection of Birds and the London Thames Gateway Development Corporation are two key partners. More generally the Council will continue to work with the Essex Wildlife Trust and Havering Wildlife Partnership to implement the adopted Havering Biodiversity Action Plan. The actions of developers will also be critical in delivering this Core Policy as the Council looks to protect and enhance the borough's rich biodiversity.

CP17 Design

- 10.40 The implementation of this policy will depend on the actions of developers through the successful application of the policy. In particular CP1 identifies that development briefs, masterplans and design codes may be prepared for larger housing sites. Supplementary Planning Documents for London Riverside and Hornchurch Town Centre will also include design advice. To help ensure the successful application of these policies the Council intends to appoint an urban designer. With regard to the achievement of the 'Secure by Design' standard developers are able to liaise with a Crime Prevention Design officer who is seconded to the Council on a full-time basis.

CP18 Heritage

- 10.41 The Council intends to adopt Conservation Area Appraisals for each of the Council's Conservation Areas and these will be addressed in the forthcoming Heritage SPD and Hornchurch SPD. This will also:
- Detail the 200 buildings of local historical and/or architectural interest in the borough as well as the borough's listed buildings.
 - Identify the archaeological priority areas and priority zones
 - Identify historic parks and gardens
- 10.42 The Council will work with the National Trust to aim to preserve and enhance Rainham Hall and its grounds.

London Thames Gateway Development Corporation

1. London Thames Gateway Development Corporation has been established as a special purpose vehicle to deliver jobs and housing as part of the Government's Sustainable Communities Plan. Its boundary is shown on the next page. The statutory objective and powers of the Development Corporation are set out in s.134 and 135 of the Local Government Planning & Land Act 1980.
2. It is a public body, funded by the Department for Communities and Local Governments ("DCLG") and governed by an independent board of directors, appointed by the Secretary of State.

Statutory Purpose

3. The purpose of the Development Corporation is to secure the regeneration of its area by:
 - bringing land and buildings into effective use;
 - encouraging the development of existing new industry and commerce;
 - creating an attractive environment;
 - ensuring that housing and social facilities are available to encourage people to live and work in the area.

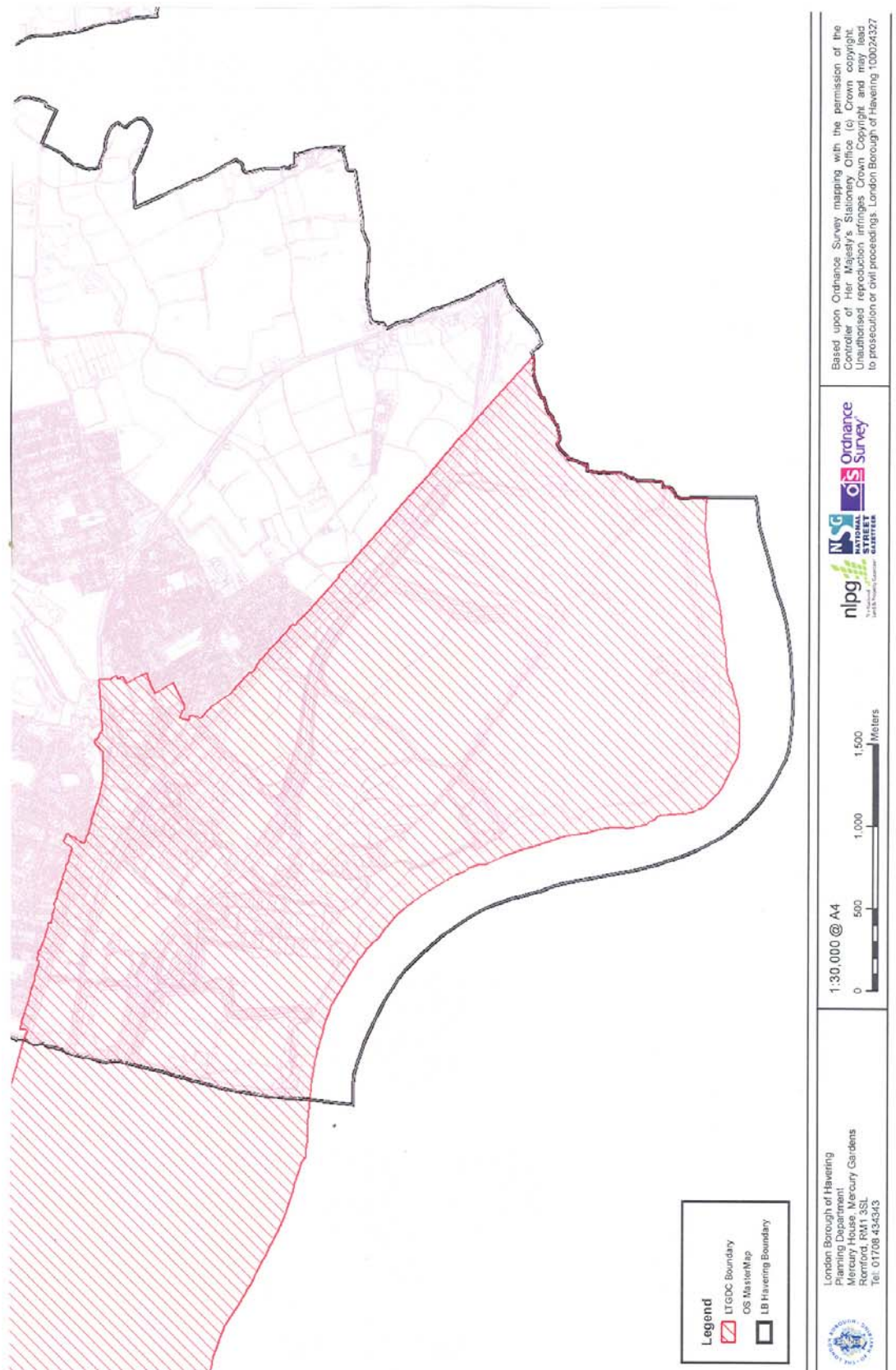
Powers

4. For the purpose of achieving regeneration of its area, the Development Corporation can:
 - acquire, hold, manage, reclaim and dispose of land and other property;
 - carry out building and other operations;
 - seek to ensure the provision of water, electricity, gas, sewerage and other services;
 - provide funding to organisations whose activities meet our operational objectives, and,
 - undertake any appropriate activity which may underpin the regeneration of the London Thames Gateway area.

Planning Powers

5. An Order giving the Corporation substantial development control powers within its territory (with the exception of Stratford City and the Olympic zone), has been in effect since 31/10/05.
6. It establishes the Corporation as the local planning authority for key strategic applications relevant to its purpose (householder and minor applications remain with the relevant Boroughs).
7. Plan making powers remain with the local authorities but the Development Corporation will produce its own Regeneration Frameworks which will take into account Local Development Frameworks and the Mayor's London Plan.

Figure 2 - Boundary of Development Corporation



11 Development Control Policies

11 Development Control Policies

- 11.1 These Development Control policies provide detailed guidance on the criteria against which planning applications will be determined. All applications for planning permission must satisfy all the relevant policies of the Core Strategy and, therefore, applicants are advised to consult the list of policies provided in Section 12 to identify which Development Control policies are of relevance to their application. This includes Development Control policy DC72 which sets out the items the Council may seek in connection with a planning application with regard to the tests set out in Circular 05/05. Where necessary the Development Control policies include information on how they will be implemented. Please note that a number of Development Control policies will simply be implemented through the application of that policy and therefore a separate implementation section is not provided in these instances.

PLACES TO LIVE

DC1 - LOSS OF HOUSING

Planning permission resulting in the net loss of existing housing will only be granted in exceptional circumstances where:

- **It involves the provision of essential community facilities, for example health and education, which are necessary to meet the specific needs of the community; or**
- **The proposal is necessary to deliver mixed and balanced communities.**

REASONED JUSTIFICATION

- 1.1 Due to the high levels of housing need and demand for new housing it is important that existing housing is retained. Otherwise more new homes may need to be built to compensate for this which is clearly unsustainable. However, loss of existing housing may be justified in the circumstances set out in the policy. With regard to the provision of community facilities proposals must also satisfy policy DC26.
- 1.2 This policy recognises that exceptionally the loss of housing may be necessary to ensure the delivery of mixed and balanced communities. The delivery of mixed and balanced communities is the focus of Core Policy 2 and, in this regard, the loss of housing is likely to only be acceptable where it is necessary to deliver the sizes, types and tenures of new housing which meet the needs of new and existing households at the local and sub-regional level, or to ensure that the needs of those households with special needs are met.

DC2 - HOUSING MIX AND DENSITY

Planning permission will only be granted for new housing if a design led approach is adopted in determining the type, size, and form of new development with regard to:

1. **The type and size of new housing required to meet local and sub-regional housing needs with regard to creating mixed and balanced communities. The indicative mix for market housing is provided below; policy DC6 provides details of the indicative affordable housing mix.**

Market Housing Mix				
Bedrooms ⁹⁹				
1	2	3	4	5+
24%	41%	34%	0	1%

2. The densities set out in this density matrix

				Car parking provision	high 2-1.5 spaces per unit	moderate 1.5-1 space per unit	low less than 1 space per unit
				Predominant existing housing type	Detached Semi and Terraced houses	Terraced houses and flats	Mostly flats
LOCATION	PLAN	PTAL	PTAI	SETTING	UNITS PER HECTARE/HABITABLE ROOMS PER HECTARE		
Romford pedshed	1 (1a-1c)	5-6	20.01>	Central			240-435 650-1100
				Urban		55-175 200-450	165-275 450-700
				Suburban		50-110 200-300	80-120 250-350
Upminster Hornchurch Upminster Bridge Gidea Park Harold Wood Elm Park	2	3-4	10.01-20	Urban		50-110 200-300	80-150 250-450
	3 (3a-3b) 3 (3c)			Suburban	30-65 150-200	50-80 200-250	
	4 5 6						
Rest of Borough	All areas not covered by maps 1-6	1-2	0-10	Urban (Harold Hill and Collier Row District Centres)		50-80 200-250	
				Suburban (All areas outside the PTAL Zones and Harold Hill and Collier Row District Centres)	30-50 150-200		

In the following circumstances, densities of higher than 30-50 units per hectare outside the Public Transport Accessibility Zones (PTAL) identified on the proposals map may be acceptable:

- on large development sites, development briefs may be prepared which encourage higher densities
- where the existing use is non-conforming or 'bad neighbour'
- on sites which are adjacent to the PTAL zones identified on the proposals map, their PTAL value will be calculated on a case by case basis, and the appropriate density range set accordingly
- for new 'special-purpose' residential development intended for permanent occupation by the elderly.

Residential developments will only be permitted with less than one car parking space per unit where on-street car parking can be controlled through a Controlled Parking Zone. In these circumstances, residents of new flatted development will be ineligible for residents parking permits,

⁹⁹ Figure 90: Net 10-year Housing Requirement by Property Type and Size, GLA Housing Requirements Study, 2004

unless they are a holder of a Disabled Persons Badge. This will be achieved through the use of developer contributions, and include successors in the property title and apply to all residents living in the property.

Within the Emerson Park or Hall Lane Special Policy Areas the density matrix does not apply. These areas have special policies formulated to ensure that their existing special character of large units in generous landscaped plots is retained and to ensure that an adequate stock of this type of housing is maintained to attract high earning private and public sector professionals in the borough. For similar reasons, neither does it apply to the Gidea Park Conservation Area or Gidea Park Special Character Area.

As existing PTALs are low, residential densities in London Riverside will be determined with regard to future PTAL which are expected to rise due to planned and proposed public transport improvements.

As London Plan policy in estate renewals requires at least the equivalent re-provision of affordable housing floorspace, the matrix would not be applied in estate renewal schemes.

Residential amenity space standards are set out in the Supplementary Planning Document on Residential Amenity Space.

REASONED JUSTIFICATION

Housing mix

- 1.1 The design and layout of new housing should be determined first and foremost by the range of housing types and tenures needed to meet local and sub-regional housing need. New developments should widen housing opportunity and choice and create mixed and balanced communities, in particular, family accommodation. The Council intends to prepare and adopt a Strategic Housing Market Assessment Supplementary Planning Document. Until this study is adopted, the Council will have regard to Havering's Housing Need Survey Update 2006 and the GLA Housing Requirements Study in implementing this policy. Policy DC6 covers the required mix for affordable housing.

Housing density

- 1.2 It is important that the type and size of new housing needed to meet housing need makes efficient use of brownfield land. Therefore, developers should take a design led approach to determining densities so that residential developments achieve densities appropriate to their accessibility to public transport, and the local context with regard to the principles of good design. To enable this, applicants should follow the density matrix set out in the policy which identifies the density ranges which apply across the borough within and

outside the Public Transport Accessibility Level (PTAL) zones shown on the Proposals Map. The design led approach will determine within the density ranges what the appropriate density should be. The Council accepts that high density town centre developments may not always be appropriate locations for family units. However, in those parts of the borough where the matrix identifies a maximum density of 80 units per hectare, family accommodation can be provided as contemporary town housing at this density.

- 1.3 Within the density ranges set for the PTAL Zones and in the district centres of Harold Hill and Collier Row, the amenity standards should still be met. However, where this is not possible any deficits in provision must be offset by, for example, more generous private balconies and private roof terraces. Contributions towards improvements to the local public realm and open space may also be sought. In this regard the Council will expect any district/town centre developments to enhance the public realm particularly the provision of green space.

IMPLEMENTATION

- 1.4 Developers should refer to the SPDs on Residential Amenity Space, Emerson Park and Hall Lane Policy Areas, and Gidea Park and the Romford Area Action Plan DPD.
- 1.5 In the London Riverside area the main housing sites are included as Site Specific Allocations. The Site Specific Allocations document and London Riverside SPD provide details of the approach to density for these sites which is based on future public transport accessibility levels.

DC3 - HOUSING DESIGN AND LAYOUT

Planning permission will only be granted if, in their design and access statements, developers demonstrate how they have addressed the policies in this plan which impact on the design and layout of new developments, including where appropriate:

- **DC2 Housing Mix and Density**
- **DC7 Lifetime Homes**
- **DC34 Walking**
- **DC35 Cycling**
- **DC40 Waste Recycling**
- **DC49 Sustainable Design and Construction**
- **DC61 Urban Design**
- **DC62 Access**
- **DC63 Delivering Safer Places**

REASONED JUSTIFICATION

- 1.1 Recently a number of urban design good practice guides have been published including:
- 'By Design - Urban design in the planning system: towards better practice', Department of Transport Local Government and the Regions, May 2000
 - 'Better Places to Live', Companion guide to PPG3, DTLR, September 2001
 - 'Manual for Streets', Communities and Local Government, and Department for Transport, 2007
 - 'Safer Places', ODPM, February 2004
- 1.2 In line with PPS 3 Housing, and with regard to these guides, the Council requires good design in new housing developments in order to create, attractive, safe and secure, high-quality living environments which are sustainable and where people will choose to live. It will, therefore, encourage developers to embody the good practice guidance in these guides in new residential developments, and address the criteria within the policies it refers to. In addition, the Council will wish to ensure that new housing intended to be rented out is low maintenance and built from durable materials.

IMPLEMENTATION

- 1.3 New developments must provide adequate sitting out/private amenity space with regard to Residential Amenity Space SPD.
- 1.4 The Residential Extensions and Alterations SPD includes the detailed criteria for residential extensions and alterations
- 1.5 SPDs on the Gidea Park Special Character Area and Hall Lane and Emerson Park Policy Areas include specific guidance on maintaining and enhancing the character of these areas.
- 1.6 The Council may prepare development briefs/masterplans for large or complex housing sites and will publish the timetable for these through amendments to its Local Development Scheme.

DC4 – CONVERSIONS TO RESIDENTIAL AND SUBDIVISION OF RESIDENTIAL USES

Planning permission will only be granted for proposals involving conversions to residential and subdivision of existing residential dwellings provided the following criteria are satisfied:

- residents/visitors are able to park without detriment to highway safety taking into account the availability of on and off street parking with regard to the standards set out in DC33
- there is no conflict with surrounding uses
- the proposal should not result in an unacceptable loss of privacy enjoyed by the occupants of adjoining properties by reason of overlooking and, should by its layout, provide a suitable degree of privacy and private sitting out/amenity space
- the living rooms of new units do not abut the bedrooms of adjoining dwellings

Where the conversion or subdivision involves the provision of self contained residential accommodation provided that:

- each flat has a reasonable outlook and aspect
- at least one, one bed self-contained flat is provided with a separate sleeping area. Studio flats will not be permitted
- the property has safe and secure access from the street.

Where the conversion/demolition/subdivision involves the provision of residential communal uses (including bedsits, house in multiple occupation and nursing homes) provided that:

- The original property is detached and well separated from neighbouring dwellings
- The nature of the new use does not have an adverse impact on the surrounding area and will not be likely to give rise to significantly greater levels of noise and disturbance to occupiers of nearby residential properties than would an ordinary single family dwelling
- It satisfies policy DC5.

REASONED JUSTIFICATION

Self contained dwellings

- 1.1 Conversions can provide an important source of additional housing for smaller households particularly in town centres. Conversions can come from many sources including offices and retail as well as the subdivision of existing residential units. Indeed, the conversion of space above retail units is encouraged as this can help bring activity to town and district centres and increase their vitality and viability. However, policy must be careful to ensure that the standard of the resultant new dwellings is satisfactory both in terms of the standard of accommodation provided and its impact on the surrounding environment. The latter consideration will be particularly important outside PTAL areas identified on the Proposals Map within the suburban heartlands of the borough. The Council's density matrix directs pressure for flatted development to those parts of the borough best served by public transport and where the existing character is urban rather than suburban.

- 1.2 Intensification of the suburban areas of Havering could have a detrimental impact on the residential character of Havering and the supply of family housing if not carefully controlled. Therefore, this policy whilst recognising the needs of smaller households balances this with the equally important objective of ensuring that Havering remains an attractive borough where people choose to live.

Communal residential uses

- 1.3 The Council has a positive attitude towards care in the community. However, the conversion and loss of dwellings for communal uses such as Houses in Multiple Occupation, bedsits and older persons homes can materially alter the character of the streetscape they are set within. In particular, to change the use of bedrooms to living rooms can lead to overlooking of nearby gardens and the more intensive use may bring noise disturbance and parking problems. It is, therefore, necessary to ensure that whilst seeking to support the modernisation of existing stock, the buildings are suitable for the intensity of use proposed and that adequate parking and amenity space are provided.

IMPLEMENTATION

- 1.4 Developers should refer to the SPD on Residential Amenity Space.

DC5 – SPECIALIST ACCOMMODATION

Planning permission will only be granted for all health and non-health social service residential projects provided they satisfy the following criteria:

- **the proposal is located within a residential area unless the scale and nature of the facility is such that it would be inappropriate in a residential setting**
- **the site has reasonable pedestrian and cyclist access to shops and services**
- **the site is well served by public transport**
- **where the proposal involves the conversion of an existing residential property that policy DC4 is satisfied**
- **with regard to policy DC61, the proposal is of a high standard of urban design and does not result in overshadowing, loss of sunlight, unreasonable noise and disturbance, overlooking or loss of privacy to existing and new properties and responds to distinctive local building forms and patterns of development and respects the scale, massing and height of adjoining buildings**
- **residents/visitors are able to park without detriment to highway safety taking account of the availability of on and off street parking with regard to the standards set out in policy DC33 and DC35.**

REASONED JUSTIFICATION

- 1.1 This policy covers such forms of residential accommodation as extra care accommodation, HMOs, bedsits, hostels, foyers and residential mental health units. Hostels and bedsits can provide valuable temporary housing for those who may not have access to permanent housing in the borough, particularly the non-priority homeless, students and low-paid workers. The needs of these groups are set out in Havering's Supporting People Strategy and other strategic policy documents. Policy needs to establish criteria for such forms of specialist accommodation to ensure that substandard accommodation is not provided and that they are provided in areas accessible by public transport, near to shops and open spaces, but at the same time that the new use is not out of character with the locality and will not be likely to give rise to unacceptable levels of noise and disturbance to occupiers of nearby residential properties.

DC6 - AFFORDABLE HOUSING

Affordable housing is housing designed to meet the needs of households whose incomes are not sufficient to allow them access to decent and appropriate housing. Affordable housing comprises social housing and intermediate housing.

The Council will aim to achieve 50% of all new homes built in the borough as affordable from the following sources:

- **100% affordable scheme by residential social landlords**
- **provision from vacant accommodation brought back into use**
- **provision from non-self contained accommodation**
- **affordable housing secured through the use of planning agreements or conditions**

In applying this target the Council will, through negotiation and agreement with the applicant, assess the suitability of on site or off site provision for affordable housing and the subsequent percentage that is sought with regard to:

- **Site, size, suitability and viability**
- **The need to achieve and deliver a successful housing development**
- **Availability of public subsidy**
- **Other scheme requirements**

In determining planning applications for private residential schemes, including sheltered housing, the Council will seek the maximum reasonable amount of affordable housing having regard to the borough-wide target and tenure split of 70:30 between social housing and

intermediate forms. This will apply on sites with a capacity to accommodate 10 or more dwellings and on residential sites of 0.5 hectares or more irrespective of the number of dwellings.

In determining the mix of affordable housing, the Council will have regard to the indicative mixes set out in the latest versions of the Havering Housing Needs Survey (HHNS) and the East London Affordable Housing Investment Framework (ELAHIF).

Where schemes are brought forward for 9 or less dwellings the developer will need to satisfy the Council that:

- **The proposal does not represent an underdevelopment of the site with regard to the Council's policy on Housing Density (DC2)**
- **A large site is not being brought forward in phases to avoid the threshold at each stage**

If this proves to be the case, the Council will apply the affordable housing target to subsequent phases based on the capacity of all phases, including those already built or permitted.

All forms of affordable housing secured through this policy must be governed by a mechanism to ensure the housing is affordable in perpetuity or owned and managed by a housing association or other Registered Social Landlord (RSL).

REASONED JUSTIFICATION

- 1.1 The Havering Housing Needs Survey Update 2006 identifies a need in Havering for 875 additional affordable housing units per annum over the period 2006-2011. Balanced against this, low land values (relative to other London boroughs) in Havering suppress a development's ability to absorb the cost of providing affordable housing. Therefore, this policy sets a target and threshold which take into account these two factors.
- 1.2 The Council will endeavour to ensure that all affordable housing is governed by a mechanism or owned and managed by a housing association or other RSL which will ensure that it remains affordable in perpetuity. Consequently, it will generally encourage the involvement of a registered social landlord such as a housing association in development proposals and in particular one of the Council's Preferred RSL Partners. The Council will be happy to provide developers with the details of its Preferred RSL Partners.
- 1.3 Applicants are recommended to contact the Council at the earliest possible stage in making their application. This will enable the Council's housing, legal and planning officers to guide the applicant as to how the policy impacts upon their site and, if it does apply, to provide in more detail, information regarding the affordable housing which it will look to secure on the site, and details of

RSLs who are active in the borough and willing to work in partnership with developers to provide affordable housing.

- 1.4 For schemes which do not use Housing Corporation funding the Council will apply the indicative mix from the Havering Housing Needs Survey. For schemes which do use Housing Corporation Funding, sub-regional nominations apply and therefore the Council will apply the indicative mix from the East London Affordable Housing Investment Framework.

IMPLEMENTATION

- 1.5 The Council will seek to achieve the objectives of this policy by placing appropriate planning conditions on planning permissions or through Section 106 agreements.
- 1.6 The Affordable Housing SPD provides more detail on the implementation of this policy.
- 1.7 With regard to the affordable housing mix, developers should refer to the latest versions of the Havering Housing Needs Survey and the East London Affordable Housing Investment Framework as appropriate.

DC7 – LIFETIME HOMES AND MOBILITY HOUSING

The Council will seek all new homes to be built to Lifetime Homes standards.

10% of all new homes on sites of 15 or more dwellings and on residential sites of 0.5 hectares or more irrespective of the number of dwellings must be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users.

REASONED JUSTIFICATION

- 1.1 Havering has a relatively high proportion of households containing someone with a physical disability, and an ageing population. New housing provides the opportunity to design housing which meets the needs of households throughout their lives through changing circumstances. Implementation Point 12 of the GLA's SPG on Accessible London clarifies that Lifetime Homes should apply to all forms of housing and gives examples of successful case studies for both houses and flats.

IMPLEMENTATION

- 1.2 Details on how to meet Lifetime Homes standards are provided on the Joseph Rowntree Foundation website at www.jrf.org.uk.

DC8 - GYPSIES AND TRAVELLERS

Planning permission will only be granted for gypsy/traveller sites provided all the following criteria are satisfied:

- **The proposal meets identified need with regard to the traveller needs assessment/local housing needs assessment**
- **It is suitable for mixed residential and business uses and has no adverse impact on the safety and amenity of the occupants and their children and neighbouring residents**
- **It has safe and convenient access to the road network and would not cause a significant hazard to other road users**
- **It is located within reasonable distance of services and community facilities in particular schools and essential health services**
- **It has provision for parking, turning, service and emergency vehicles and servicing of vehicles**
- **It is capable of accommodating the number of caravans/mobile homes proposed with any equipment for business activities**
- **The site will be supplied with essential services such as water, power, sewerage and drainage, and waste disposal.**

Sites within the Green Belt will only be acceptable in exceptional circumstances and where through their design, layout and landscaping they minimise its impact on the openness of the Green Belt, do not prejudice the purposes of including land in the Green Belt, do not prejudice the recreational usage of the Green Belt or involve the loss of high grade agricultural land.

REASONED JUSTIFICATION

- 1.1 The Council carried out a gypsy/traveller needs assessment during 2004. The survey identified 33 gypsy and traveller families dispersed across the borough. Of these:
 - 19 live on privately owned but green belt land unauthorised for traveller occupation
 - Only 7 families live on private authorised traveller sites
 - 7 families are housed in public sector housing
- 1.2 The criteria presented in the this policy have been defined with regard to best practice criteria from Annex C of ODPM Circular 1/2006 'Planning for Gypsy and Traveller Caravan Sites', and the Council considers that these are fair, reasonable, realistic and effective. The Circular makes clear that applications cannot be refused because provision in the area is adequate.

IMPLEMENTATION

- 1.3 A separate Gypsy and Travellers DPD will identify sites to meet the identified needs of gypsies and travellers.

PLACES TO WORK

DC9 – STRATEGIC INDUSTRIAL LOCATIONS

Planning permission will only be granted for B1 (b+c), B2 and B8 uses in the Rainham Employment Area, Harold Hill Industrial Estate and King George Close Estate Strategic Industrial Locations.

Advanced manufacturing uses (B1 (b) (c) and B2) will be prioritised within the Beam Reach Business Park together with other (B1 (b) (c) and B2) uses which provide a similar quality and intensity of employment and a high standard of design.

Waste uses will be considered acceptable within Strategic Industrial Locations except the Beam Reach Business Park, part of the Rainham Employment Area, provided they are consistent with the policies set out in the Joint Waste Development Plan Document and Core Policy CP11.

Police Patrol Bases are considered acceptable uses within Strategic Industrial Locations due to employment density levels and the nature of the use.

REASONED JUSTIFICATION

- 1.1 The Rainham Employment Area provides for the needs of all industrial businesses by offering a choice of small, medium and large premises and is considered to be a strategically and locally important area. Given its high environmental quality and location next to the Centre for Engineering and Manufacturing Excellence (CEME), Beam Reach Business Park, part of the Rainham Employment Area, is prioritised for advanced manufacturing and other modern industries. Other uses will be allowed within the Beam Reach Business Park where they provide a similar quality and intensity of employment within a high quality development commensurate with the business park environment.
- 1.2 Both the Harold Hill Industrial Estate and King George Close Estate are well suited for employment uses and offer a range of accommodation to suit the needs of all types of businesses. Both provide accessible employment in the north of the Borough, particularly the Harold Hill Estate which is within that part of the borough with the highest levels of unemployment. Both sites are well served by the trunk road network and have relatively good environmental settings.
- 1.3 Whilst in land use terms waste management uses are considered acceptable uses within Strategic Industrial Locations, any sites that come forward will

need to satisfy the policies within the Joint Waste Development Planning Document and Core Policy CP11.

DC10 - SECONDARY EMPLOYMENT AREAS

Planning permission for B1 (b) (c), B2 and B8 uses will be granted within Secondary Employment Areas provided that they do not adversely affect the amenity of adjoining residential areas.

Planning permission for other uses will only be granted in exceptional circumstances. In these cases the applicant will need to demonstrate that:

- **the site is not needed to meet future business needs with regard to the difference between the current supply of employment land and the demand for employment land over the plan period**
- **the site is not considered fit for purpose when assessed against the economic, planning and property market criteria provided in Appendix A of Havering's Employment Land Review 2006**
- **the site has proved very difficult to dispose of for B1 (b) (c), B2 and B8 uses.**

REASONED JUSTIFICATION

- 1.1 Secondary employment areas are well established locations which make an important contribution to the range and number of job opportunities in Havering. This policy seeks to retain the commercial nature of these areas in so far as this is compatible with maintaining a good environment in the surrounding areas.
- 1.2 The Havering Employment Land Review, 2006, identified a limited number of Secondary Employment Sites for release to ensure that a sufficient reservoir of employment land remained to meet future business needs over the planning period. For this reason it is important that the remaining Secondary Employment Areas are retained for B1, B2 and B8 uses, as their loss to other uses would be detrimental to the local economy, and cause an imbalance between supply and demand. The policy, therefore, will only allow non-employment uses in exceptional circumstances. These circumstances require the applicant to demonstrate that their site is suitable for release following the same methodology employed in the Havering Employment Land Review.
- 1.3 The following areas have been designated as Secondary Employment Areas and are defined on the Proposals Map:
 - Crow Lane, Romford (three sites)
 - Harold Wood Industrial Estate
 - Hillman Close (Stafford Industrial Estate)

- Lyon Road, Romford
- The Seedbed Centre, Romford

DC11 - NON-DESIGNATED SITES

Outside the Green Belt, the designated employment areas, Romford town centre and the district and local centres, the Council will:

- **generally resist changes of use to industrial and business uses where these would conflict with housing or environmental policies**
- **generally require the redevelopment for housing of commercial sites which become available for development. If this is not feasible, the Council's main concern will be to encourage environmental improvements in conjunction with a commercial redevelopment of the site.**

REASONED JUSTIFICATION

- 1.1 Employment sites outside the designated employment areas will often be unsuitable in environmental terms for employment uses and will be more suitable for housing, especially on those sites which are close to, or within, residential areas.
- 1.2 However, where an urban site which has a longstanding use of an industrial or commercial nature becomes vacant, it may not be feasible to achieve a residential redevelopment of the site. There may also be instances where there is some scope for limited expansion of employment uses which are already established outside the employment and commercial areas. In both cases, the Council's primary aim will be to safeguard the amenities of nearby housing, and such developments will be expected to conform to the environmental policies set out in the relevant chapter.
- 1.3 Proposals brought forward for sites in the Green Belt will need to comply with the relevant Green Belt policies.

DC12 - OFFICES

Planning permission will only be granted for offices provided that the sequential test is satisfied or where office development is allocated within a Site Specific Allocation. Office development is encouraged within Romford Town Centre and the district centres.

Within the district centres but outside the retail cores and fringes, redevelopment for offices will be acceptable at ground floor and above

provided it maintains an active frontage. However, within the retail cores and the fringes, office uses within Use Class B1 will be restricted to first floors and above.

Where office development involves the loss of existing residential accommodation, the Council will wish to secure replacement housing within the scheme to ensure there is no net loss of housing.

REASONED JUSTIFICATION

- 1.1 Proposals for new office development in the borough are directed to Romford and the district centres to ensure that they sustain and create accessible employment opportunities close to public transport nodes. Offices add to the vitality and viability of town centres but the policy is careful to ensure that they do not conflict with the primary retail and service function of the centre nor result in a loss of housing.

IMPLEMENTATION

- 1.2 Policy relating to offices within Romford Town Centre will be covered by the Romford Area Action Plan.

DC13 - ACCESS TO EMPLOYMENT OPPORTUNITIES

To ensure that Havering's workforce is suitably skilled so that local people can compete for high quality jobs both locally and further afield, the Council will, where appropriate, seek to enter into agreements with developers to contribute towards training programmes and employment support and access schemes including the provision of premises in appropriate locations.

REASONED JUSTIFICATION

- 1.1 Improving access to employment through training programmes and employment support and access schemes, such as the Havering Jobnet Programme, will increase opportunities for Havering residents by reducing the mismatch between available skills and the skills needed to fill jobs, both locally and further a field, and will also help them access these jobs. Increasing skills locally may also help attract inward investment and address spatial inequalities in the borough.

DC14 - HOTELS

Planning permission will only be granted for hotels if the sequential test is satisfied. In this regard:

- Romford is the preferred location for large scale hotel development
- smaller hotels will be appropriate in locations within or close to district centres, depending on the scale of the proposals and whether the sites are well served by public transport
- within London Riverside proposals for new hotel development will be encouraged provided they have, or will have, convenient access to public transport and do not harm the vitality or viability of Rainham District Centre.

REASONED JUSTIFICATION

- 1.1 Hotels strengthen the wider role of town centres and provide a range of employment opportunities. The present trend of increasing numbers of tourists visiting London is expected to continue. The GLA Hotel Demand Study (2006)¹⁰⁰ estimates the hotel stock in Havering to be 335 bedrooms (0.3% of the total London supply). Between 2001 and 2005, 60 new hotel bedrooms were completed and a further 78 are identified as being in the pipeline between 2006 and 2010. The study estimates that between 2007 and 2026 a gross figure of 300 (new) hotel rooms will be required in Havering. There may be additional demand for hotel accommodation in the borough with the 2012 Olympic Games which will be less than ten minutes from Romford by rail and with improved rail access to central London following the development of Crossrail. Continued demand for accommodation around key transport hubs and providing transport linkages will be one of the key issues for determining the location of new hotel growth in the future.

¹⁰⁰ Hotel Demand Study, GLA, June 2006

TOWN CENTRES

DC15 - LOCATING RETAIL AND SERVICE DEVELOPMENT

Planning permission for retail and service development and extensions to, or the redevelopment of existing edge of centre and out of centre retail stores over 200 square metres, including mezzanines, will only be granted where the sequential test is satisfied, unless it is ancillary to the use of an existing development or a new development to which the sequential test does not apply, or it is accordance with a Site Specific Allocation. Therefore, applicants should first thoroughly assess the availability of sites within the primary shopping area (in Romford Town Centre for non-retail uses the centre is defined as a site which falls within the boundary of Romford Town Centre and for district centres the boundary of the centre as shown on the Proposals Map). Where no such sites are available, developers must then consider edge of centre sites. Developers should take into account the following indicative upper limits for the scale of development likely to be permissible in each of the centres:

Centre	Indicative upper limit for additional retail floorspace (sqm gross)
Romford	45,000
Hornchurch	5,000
Upminster	5,000
Rainham	3,000
Elm Park	1,000
Collier Row	1,000
Harold Hill	1,000

The Council recognises that larger proposals maybe appropriate in the event of comprehensive redevelopment schemes coming forward.

For all development not located on a central site, including edge of centre sites, or identified as a Site Specific Allocation, the applicant must provide the following information to justify the location of their development:

- the need for the development, including both quantitative and qualitative need
- whether there were any more sequentially preferable sites available
- whether more innovative layouts, different configurations, a smaller scale of development or reduced car parking would allow the development to fit on sequentially preferable sites

- whether there are elements of the development which could be reasonably located on separate sequentially preferable sites
- the impact of the development on the vitality and viability of the centre and nearby town centres
- the accessibility of the site in terms of public transport, cyclist and pedestrian access and how car borne traffic will be minimised
- the contribution and effect the development may have on economic growth including investment in the area and improvements in productivity
- the affect of the development on local employment and whether the development will create higher skill opportunities or opportunities that will benefit the local labour market
- how the development contributes to social inclusion.

Planning permission for new retail uses within the proposed new communities from Dovers Corner to the boundary of the London Borough of Barking and Dagenham will only be granted where:

- they are contained within a local parade or new local centre north of the proposed Beam Park station
- they do not harm the viability and vitality of Rainham District Centre.

REASONED JUSTIFICATION

- 1.1 This policy sets out the tests new development not located on a central town centre site must satisfy to gain approval, and is, therefore based on the sequential test criteria set out in PPS6. It, therefore, aims to ensure the widest access to shopping activities to the greatest number of people. Locating retail and services in town centres is a key way in which to achieve this. When considering a retail use, a central site is one that is located within the primary shopping area which comprises the retail core and fringe areas. In Romford Town Centre for non-retail uses the centre is defined as a site which falls within the boundary of Romford Town Centre and for district centres the boundary of the centre as shown on the Proposals Map. Havering's Retail and Leisure Study (2006) demonstrates that all identified growth within the plan period can be provided within the boundaries of Romford and the district centres, and, therefore, makes no allowance for any out of centre retail provision. Therefore, applicants will need to demonstrate with regard to the criteria set out in the policy why their proposal cannot be located in a central site.
- 1.2 In applying this policy applicants should have regard to the indicative comparison and convenience floor space requirements for each site set out in policy CP4.
- 1.3 If the applicant can demonstrate that there are no appropriate sites within existing centres or on the edge of centres then preference will be given to existing out of centre sites as designated on the Proposals Map.

Indicative upper limits

- 1.4 Romford is the highest order centre within East London and, therefore, the issue of scale is less important here than in the district centre as it is the focus of all major trip generating uses. The indicative upper limits for the district centres are based on a consideration of the role of each centre within the hierarchy and its future strategy as set out in policy CP4. Developments will not be refused just because they breach the upper limit, neither does it mean that a development within the upper limit is appropriate in scale terms.

Edge of centre

- 1.5 Havering's town centres are rather contained, and have limited transition between where town centre uses end and residential uses commence. Some 'edge of centre' sites, as defined by the definitions in PPS6, would mean retail and service uses would technically be looking towards residential areas where there were no central sites available.¹⁰¹
- 1.6 Therefore, the definition of edge of centre will be judged on a case by case basis, taking into account local topography; the nature of uses in the surrounding area; perceived and actual walking distance from the centre (primary frontages for retail uses, boundaries of centres for service uses); barriers to accessing the town centre such as roads, railways and carparks; the attractiveness and perceived safety of the route; the strength of the main centre and the developments compliance with policy on design. Sites that are located in predominantly residential areas and are poorly connected with the town centre will not be considered favourably.

Ancillary

- 1.7 In assessing the definition of ancillary development the following factors will be assessed; the use of the main development, the use of the proposed development, the scale of the development, the range of goods sold and the turnover of goods sold which are not related to the main use. Where development is not considered ancillary, it must satisfy the sequential test set out in this policy.

To ensure ancillary uses do remain genuinely ancillary to the main development, conditions may be imposed on planning permission to limit the range of goods sold and the area in which ancillary uses can operate.

Out of centre developments

- 1.8 Under the Government's favoured 'class of goods' approach to the sequential test as opposed to the 'format driven' approach, the convention is not to make a distinction between bulky and non-bulky goods. Therefore, Havering's Retail and Leisure Study (2006) divides identified quantitative need in accordance with the sequential approach amongst Romford and the district centres, within

¹⁰¹ Planning Policy Statement 6, Planning for Town Centres, Table 2, ODPM, 2005

their existing boundaries. Where an out of centre retail development meets the tests set out in the policy including considering edge of centre sites, then the policy directs such uses to within the existing out of centre retail locations as identified on the Proposals Map.

IMPLEMENTATION

1.9 Depending on the location of the development planning conditions may be applied to:

- Control the proportion of convenience and comparison goods sold in a development
- Apply restrictions to the maximum amount of floorspace allowed
- Limit the range of goods sold
- Limit internal alterations to increase the amount of floorspace
- Apply restrictions to the maximum amount of floorspace allowed
- Ensure that any retail and service use that is ancillary to the main development remains so
- Prevent developments from being subdivided

DC16 - CORE AND FRINGE FRONTAGES IN DISTRICT AND LOCAL CENTRES

In the district centres and major local centres:

- **planning permission for A1 retail uses will be granted throughout the primary shopping area (comprising the retail core and fringe areas) at ground floor level**
- **planning permission for service uses (A2, A3, A4, A5) will only be granted within District and Neighbourhood Centres throughout the retail core at ground floor level where:**
 - **the use provides a service appropriate to a shopping area**
 - **the proposal will not result in the grouping of 3 or more adjoining A2-A5 uses**
 - **within the retail core of Hornchurch and Upminster the proposal will not result in the proportion of non-retail uses within the relevant frontage exceeding 20% of its total length. Within the retail cores of Collier Row, Elm Park, Harold Hill and Rainham and the Major Local Centres, a 33% figure will apply.**
- **planning permission for non retail uses in fringe areas will be granted at ground level provided that the use:**
 - **has an active frontage**
 - **is open during shopping hours**
 - **would not significantly harm the character, function and vitality and viability of the centre.**

Planning permission for retail uses (A1) and other uses appropriate to a shopping area (A2, A3, A4, A5) in the borough's Minor Local Centres will be granted at ground floor level. Exceptions may be made where the applicant can demonstrate, through twelve months marketing information, that the premises have proved difficult to dispose of for any such use.

All shop fronts in retail core and fringe areas must be active and maintain the impression of a visual and functional continuity to aid in enhancing the vitality of the town centre. Shop fronts located in Conservation Areas will be required to meet the guidelines within the Havering Conservation Areas Shopfront Design Guide Supplementary Planning Document.

The extent of District, Major Local, and Minor Local Centres is provided in Annex 4.

REASONED JUSTIFICATION

- 1.1 Achieving the right balance of retail and non-retail uses in a town centre is critical to ensuring its vitality and viability. For this reason it is important that a 'critical mass' of retailing uses are maintained within the core areas of the borough's town centres. Outside of these core areas, and in line with PPS6, there is more scope to introduce non-retailing, in the interests of providing greater opportunities for flexibility and a diversity of uses in the interests of maintaining and enhancing a centre's vitality and viability, and to promote linked trips. This is in line with PPS6 which considers uses such as fitness centres, bowling, bingo, theatres, museums, and galleries as town centre uses.¹⁰² The frontage will be measured in metres along continuous built development between significant breaks such as a road or footpath.
- 1.2 Community uses for example police premises in shop units and health centres will be considered A2 uses provided they maintain an active frontage and are open during core retail hours and would not significantly harm the character, function and vitality and viability of the centre.

¹⁰² Planning Policy Statement 6, Planning for Town Centres, paragraph 1.8 and paragraph 2.17, ODPM, 2005

CULTURE

DC17 – PROTECTING EXISTING ARTS AND ENTERTAINMENT FACILITIES

Planning permission which involves the loss of arts and entertainment facilities to other uses will only be granted where the applicant can demonstrate no need exists for the use or its loss was necessary to achieve other planning objectives.

REASONED JUSTIFICATION

- 1.1 Arts uses, in particular, help enrich the local community and a person's quality of life, and provide a sense of identity and civic pride and it is, therefore important that their loss is resisted. Entertainment uses are also important not least in their contribution to the evening economy and the vitality and viability of town centres.

DC18 - PROTECTION OF PUBLIC OPEN SPACE, RECREATION, SPORTS AND LEISURE FACILITIES

The Council will seek the retention and enhancement of all public open space and recreation, sports and leisure facilities that are in private and public ownership.

Where it is shown that public open space or other land /building is surplus to requirements because other facilities exist in the locality to meet the standards set out in Policy DC20 alternative uses will be allowed.

Priority will be given to other recreation/leisure uses such as allotments or sports pitches where there is an identified need for such a use. Where no such needs exists then other uses may be approved provided that there is no conflict with other Core and Development Control policies and there is no unacceptable impact on the local environment or amenities of local residents.

Any loss of open space to a non recreation/leisure use must be accompanied by an improvement to the quality of open space in the vicinity or to remedying qualitative and quantitative deficiencies in open space elsewhere in the Borough.

REASONED JUSTIFICATION

- 1.1 The Council's Open Space and Sports Assessment (2005) considered the quality and value, in terms of recreation, of the borough's open spaces. It suggests that where open spaces have a high value they should be protected and the quality enhanced if appropriate. Although this policy applies to all open spaces, only spaces greater than 1 hectare are defined on the Proposals Map.
- 1.2 On the other hand under the terms of the policy a site may be considered surplus to requirements. In these cases, the policy suggests that the redevelopment of such sites can make a contribution to improving the quality and quantity of open space where an identified deficiency exists in the area or to improving the quality of the remainder of the open space. The Assessment also looked at the need for and provision of a range of different recreation, sports and leisure facilities. Decisions about the retention of these facilities will be based on the findings of the Assessment as required by PPG17.

IMPLEMENTATION

- 1.3 The Open Space and Sports Assessment will form the basis of making decisions as to whether an open space is "surplus to requirements". S106 agreements that comply with Circular 05/05 will be employed where appropriate

DC19 – LOCATING CULTURAL FACILITIES

Planning permission will be granted for new cultural development where the sequential test is satisfied. In this regard opportunities within the boundaries of Romford Town Centre and the district centres must first be tested before less central sites are considered. Where no central sites are available the applicant must then assess the availability of edge of centre sites.

Developers should take into account the following indicative upper limits for the scale of cultural developments likely to be permissible in each centre.

Centre	Indicative upper limit for additional cultural floorspace (sqm gross)
Romford	45,000
Hornchurch	5,000
Upminster	5,000
Rainham	3,000
Elm Park	1,000
Collier Row	1,000
Harold Hill	1,000

For all development not located on a town centre site or identified as a Site Specific Allocation, the applicant must provide the following information to justify the location of their development:

- the need for the development, including both quantitative and qualitative need where necessary
- whether there were any more central sites available.
- whether the scale and use of the development relates to the scale and role of the centre and its catchment
- whether more innovative layouts, different configurations, a smaller scale of development or reduced car parking would allow the development to fit on sequentially preferable sites
- whether there are elements of the development which could be reasonably located on separate sequentially preferable sites
- the impact of the development on the vitality and viability of the centre and nearby town centres
- the accessibility of the site in terms of public transport, cyclist and pedestrian access and how car borne traffic will be minimised.

In considering the location of arts uses, applicants must first thoroughly assess the availability of sites in Hornchurch District Centre before considering sites within Romford and the remaining District Centres. Where arts uses are proposed in centres other than Hornchurch the applicant must demonstrate that this will not adversely impact on the vitality and viability of Hornchurch as the borough's cultural centre. Similarly edge of Hornchurch centre sites will be considered sequentially preferable to edge of other centre sites.

In considering proposals for cultural facilities within London Riverside any new development should:

- add to, or not harm the vitality and viability of Rainham District Centre
- be accessible by public transport
- be well linked by pedestrian and cyclist routes to planned and existing communities.

REASONED JUSTIFICATION

1.1 Cultural uses are all the uses covered in paragraph 9 of PPS6 apart from retail and office uses. Therefore, cultural uses are:

- leisure, entertainment facilities, and the more intensive sport and recreation uses, (including cinemas, drive-through restaurants, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
- arts, culture and tourism (theatres, museums, galleries and concert halls, and conference facilities).

Pubs, bars and restaurants are covered by DC policies 15 and 16 as they are classified as service uses as they fall within use class A2-A5. Hotels are covered by DC14.

- 1.2 Cultural uses are key components of town centres in order to increase their vitality and viability. Cultural uses often remain open beyond shopping hours and, therefore, aid in extending the economy of town centres. Cultural uses also add to the diversity of uses in town centres and, therefore, aid in promoting consumer activity. In line with PPS6, this policy takes forward the sequential approach to the location of facilities, seeks to ensure that the scale of development is appropriate to the centre and, in conjunction with DC16, promotes greater opportunities for a diversity of uses in fringe shopping areas in town centres. This will also help ensure that access to cultural facilities is maximised as town centres tend to be well served by public transport.
- 1.3 The policy recognises that Hornchurch is the borough's centre for arts, and, therefore, applies the sequential test accordingly to ensure that proposals for new arts developments in other borough centres do not adversely affect Hornchurch's status. At the same time, the lack of arts facilities in the Thames Gateway means that Havering needs to plan for arts facilities in accessible locations that meet the needs of the new communities within London Riverside. Arts uses will also be important for Romford Town Centre where aside from the retail offer, the day and evening economy is focused towards the pub, club and entertainment culture and will help broaden the centre's appeal. This will complement the Romford Urban Strategy which aims to use the historic Market Square for civic events and encourage a better restaurant offer to broaden the centre's appeal.
- 1.4 In the interests of creating sustainable communities in London Riverside the policy recognises that applying the sequential test to proposals in the south of the borough may result in out of town centre cultural developments. In some cases, the nature of the uses means it would not be appropriate to locate the use within the Rainham District Centre. This is especially the case for facilities ancillary to the London Riverside Conservation Park. The location of, and full justification for this site, is provided in the Site Specific Allocations Development Plan Document.

London Riverside Conservation Park

- 1.5 It is proposed to develop visitor facilities and other ancillary uses as part of the development of the London Riverside Conservation Park. Evidently these uses must be located within the park and, therefore, the emphasis will be on ensuring they are accessible by public transport and walking and cycling.

DC20 - ACCESS TO RECREATION AND LEISURE INCLUDING OPEN SPACE

The Council will seek to ensure that there is adequate provision of a varied range of accessible leisure and recreation facilities throughout the borough.

The Council will have regard to the following walking distances in order to improve the distribution of public open space:

- **Regional Park (400 ha)** **3.2 to 8 km**
- **Metropolitan Park (60 ha)** **3.2km**
- **District Park (20ha)** **1.2km**
- **Local Park (2ha)** **800m**

The Council will also seek to achieve the following standard of provision:

- **Children's Play Space** **0.8 hectares per 1,000 population with access to formal/informal play provision within 400 m of home**
- **Allotments** **0.18 hectares per 1,000 population with access within 800 m of home**
- **Sports pitches** **0.75 hectares per 1,000 population with access within 1200 m of home**

In order to make the best use of facilities, the Council will promote the dual use of education sports and recreation facilities by the public.

REASONED JUSTIFICATION

- 1.1 Access to informal and formal recreation and leisure opportunities is important to residents 'quality of life' as not only are these sources of enjoyment but they also bring related health benefits.
- 1.2 Informal open spaces such as urban and country parks tend to provide the setting for informal recreation such as walking and cycling. Formal recreation is usually practiced on sports pitches and within sports centres.
- 1.3 Besides their recreational function, open spaces can also help increase biodiversity and manage flood risk as well as provide a valuable role in increasing general environmental quality and amenity.
- 1.4 The Council has undertaken an Open Space and Sports Assessment which covers all aspects of recreation and sport based leisure pursuits in line with

the advice in PPG17 and its accompanying guidance. The policies of the Core Strategy are based on that Assessment and the standards set out above are those recommended in the Assessment. Figure 1 of the Core Strategy shows deficiencies in general terms; a more detailed assessment of deficiency will be undertaken in individual cases, where necessary, when implementing this policy. The assessment of sports pitches was carried out using the Sport England Playing Pitch Model in line with the advice set out in the companion guide to PPG17. The Council intends to prepare a Parks and Open Spaces Strategy and this will be a major tool in implementing the findings of the Assessment.

IMPLEMENTATION

- 1.5 The Open Space Assessment and Open Space Strategy will be used when dealing with applications in accordance with PPG17 and will also be used to identify deficiencies.

DC21 - MAJOR DEVELOPMENTS AND OPEN SPACE, RECREATION AND LEISURE FACILITIES

The Council will require major new residential developments to include provision for adequate open space, recreation and leisure facilities. The Council will require open space provision at the rate of 1.84 hectares per thousand population. Where it is not possible to include such facilities within the development site, the Council will require the facilities to be provided nearby. In some cases improving the quality of existing facilities may be appropriate. Financial contributions to enable the provision of new facilities or improvement to the quality of existing facilities may also be sought. The Council may also seek an agreement with the developer for the long term maintenance of any new open space provided in connection with their development.

Developments in areas which are deficient in open space may be required not only to provide for the demand generated by the new development but may also be expected to help address the current deficiencies.

REASONED JUSTIFICATION

- 1.1 PPG17 explains that where planning permission is granted for new developments (especially housing), local authorities should seek to ensure that provision is made for local sports and recreational facilities, either by increasing the number of facilities or improving existing facilities. Planning obligations should be used where appropriate to achieve this.
- 1.2 Paragraph 33 of PPG17 continues to say planning obligations should be used as a means to remedy local deficiencies in the quantity or quality of open

space. Local authorities will be justified in seeking planning obligations where the quantity or quality of provision is inadequate or under threat, or where new development increases local needs. Havering's Open Space and Sports Assessment (2005) recommended that new development should be accompanied by 1.84 hectares of open space per 1000 population based upon established levels of provision in areas considered to be well served.

DC22 – COUNTRYSIDE RECREATION

Opportunities for informal recreation in the countryside will be increased by:

- **the improvement of the public right of way network including links to the urban area**
- **allowing equestrian and horsekeeping facilities in the Green Belt subject to no adverse effect on the amenity of residents or the countryside**
- **ensuring that all developments located within the Thames Chase make a positive contribution to the implementation of the Thames Chase Plan by improving, for example, access, recreation opportunities, the landscape and nature conservation**
- **encouraging the provision for recreational water activities and sport subject to no adverse effect on the amenity of residents or the countryside**
- **where appropriate, seeking developer contributions towards implementation of the Green Chain network, the London Outer Orbital Path, the Green Arc, the Thames Chase, and the Green Grid.**

REASONED JUSTIFICATION

- 1.1 Forming important components of the 'Greening the Gateway Initiative', the Council is working with partners to implement the Thames Chase Plan, the London Outer Orbital Path, the Green Arc, and the Green Grid to create quality opportunities for informal recreation in Havering's countryside.

IMPLEMENTATION

- 1.2 The Council will continue to bid for Local Implementation Plan funding towards the implementation of walking and cycling initiatives within the Green Belt.

DC23 - FOOD, DRINK AND THE EVENING ECONOMY

The impacts of food, drink and evening entertainment facilities in Havering's town centres will be carefully controlled by:

- **encouraging a diverse range of complementary day and evening uses in town centres that meet the needs of different social groups in the community**
- **promoting the objectives of the Licensing Act 2003 by carefully considering later opening times of licensed premises with the focus on preventing crime and disorder, maintaining public safety, preventing public nuisance and protecting children from harm**
- **discouraging proposals that will result in a concentration of similar evening uses in the one area or uses that will have a singular or cumulative impact on the area as a result of disturbance, amenity and type of facility.**

REASONED JUSTIFICATION

- 1.1 Food, drink and evening economy uses including restaurants, cafes, pubs, nightclubs, wine bars, cinemas and galleries can contribute to the vitality and viability of shopping centres. However, a concentration of these uses in a particular location or street can detract from the amenity and character of an area. Excessive noise, litter, smells, crime and anti social behaviour are potential impacts such uses can have if not carefully controlled.
- 1.2 Therefore, in line with PPS6, this policy seeks to manage the evening and night time economy by considering with regard to new development its disturbance and cumulative impact on the character and function of a centre, related anti-social behaviour, and impacts on crime and the amenities of nearby residents. It also seeks to take account of licensing objectives under the Licensing Act 2003.¹⁰³
- 1.3 Any application submitted for food, drink or evening entertainment facilities must be accompanied by a planning statement that addresses the following factors:
 - The nature and characteristics of the proposal and possible disturbances and impacts on the surrounding area
 - The scale of the development in terms of the number of patrons it attracts and the catchment area
 - The methods to address potential disturbances including smells, litter, refuse, noise, anti-social behaviour and other general impacts on the amenity of the surrounding area
 - The concentration of food, drink and evening entertainment facilities in the surrounding area and possible cumulative effects that may result from the development of the facility

¹⁰³ Licensing Act, DCMS, 2003

- The proximity to residential uses
- Estimates of the likely numbers of customers (supported by a business plan) and their likely nature
- The proposed hours of operation and their relationship to the hours of operation of surrounding facilities
- Traffic implications associated with the facility and servicing arrangements
- The use of outdoor areas.

IMPLEMENTATION

- 1.4 The Metropolitan Police would be directly consulted on major planning applications to enable them to provide advice relating to crime and anti-social behaviour issues that may be associated with a proposal.
- 1.5 Conditions may be imposed relating to the need to control times of performances on the premises, operating hours, noise insulation, the erection of notices at exits requesting the public to respect local residents and the need to provide a refuse and litter management plans to minimise disturbance to nearby properties.
- 1.6 This policy will be implemented in conjunction with policies contained in the Romford Town Centre Area Action Plan for sites in the area within that plan.

DC24 – LIVE-WORK IN HORNCHURCH

To maximise the potential of creative industry employment in Hornchurch, live-work units will be allowed within Hornchurch Town Centre provided that:

- **they are specifically designed for the purposes of artists and creative workers**
- **they are safeguarded from a change to purely residential use**
- **the floorspace is split into 60% work and 40% residential and no more than two bedrooms are provided**
- **the type of artist or creative industry sought will not have an adverse impact on the quality, character or amenity of the surrounding environment.**

REASONED JUSTIFICATION

- 1.1 The GLA publication 'Creativity, London's Core Business' identifies that Havering has a sizeable growth rate in creative industry jobs, and this highlights an opportunity for growth in creative industries in the borough, particularly in Hornchurch which already supports a strong cultural base.¹⁰⁴

¹⁰⁴ Creativity, London's Core Business, GLA, October 2002

To maximise this potential, and in line with the adopted Hornchurch Urban Strategy, the Council will encourage a limited number of live/work units for artists and creative workers in certain parts of designated mixed use areas. This will be determined within the Hornchurch SPD and may include consolidating the spare land within the rear of the plots which front the High Street and gain access from Fentiman Way and Appleton Way. There is also potential for these uses within the area bounded by High Street to the South, The Queens Theatre to the North, North Street to the east and Billet Lane to the west.

IMPLEMENTATION

- 1.2 More detailed guidance will be provided within the Hornchurch SPD.
- 1.3 Planning conditions may be applied to prevent live/work units of creative industries and artists studios from being converted to purely residential use.

DC25 - PUBLIC ART

Where appropriate, the use of public art in all major and mixed use development schemes including redevelopment and refurbishment proposals is encouraged.

Where it is not appropriate for public art to be provided and incorporated into a development site a contribution may be sought to assist in the improvement and inclusion of art in public spaces in the vicinity.

REASONED JUSTIFICATION

- 1.1 The provision of public art in developments and in the public realm aids in enhancing the appearance of buildings and their setting, the quality of the environment and aids in promoting culture, fosters local identity and promotes civic pride. Public art may take many forms including art installations, sculptures, involving the community, lighting, local art projects, metal work, floor and window designs. Artistic elements can also be incorporated into a development in other ways including the employment of an artist as a member of a design team, the commissioning of temporary work for performance activities and school and community education programmes.

COMMUNITY NEEDS

DC26 – LOCATION OF COMMUNITY FACILITIES

Planning permission for new community facilities will only be granted where they:

- **are accessible by a range of transport modes including walking and cycling and to those groups who rely on public transport**
- **do not have a significant adverse effect on residential character and amenity**
- **ensure that any on-street parking which is likely to be generated by the use can be accommodated without detriment to pedestrian and highway safety**
- **are where practicable provided in buildings which, are multi-use, flexible and adaptable.**

The preferred locations for new community facilities will be Romford, the District and Local Centres and London Riverside.

To enable community facilities to be provided in Romford and the District and Local Centres they will be allowed:

- **above ground floor level within core retail areas**
- **at ground floor level outside core retail areas provided policy DC16 is satisfied.**

In addition, community facilities essential to meet the specific needs of the community, either as part of a mixed use scheme or sole use, depending on the scale of land available, will be allowed on sites considered suitable for housing or involving the loss of housing.

REASONED JUSTIFICATION

- 1.1 Opportunities for the development of new community facilities can be limited because they cannot compete financially on equal terms for land against uses such as residential and retail which attract higher land values. Planning policy can help address this by seeking opportunities for the provision of new community facilities in major mixed use developments, including the re-use of existing buildings, and through the use of planning obligations, to ensure that new facilities are provided in accessible locations.
- 1.2 Within London Riverside, community facilities will need to be provided to serve the planned new housing. The location of these facilities will be addressed in a SPD, and, therefore, this policy is flexible to enable community

facilities in this area to be located in convenient locations for the planned new community whilst also being accessible to the existing communities.

IMPLEMENTATION

- 1.3 The Council will continue to liaise with the relevant agencies to monitor the land and building requirements for education, health and social services and bring forward new sites through amendments to the Site Specific Allocations DPD to meet identified requirements.
- 1.4 The Council may impose conditions restricting the use of community facilities due to the large range of uses the current use classes permit. At the same time, this will need to be balanced against the encouragement for multi-use facilities.

DC27 – PROVISION OF COMMUNITY FACILITIES

Planning permission which involves the redevelopment of a community facility will be granted:

- **where it can be demonstrated that there is no longer a need for the facility affected, either in its current use or any alternative use, or**
- **where suitable alternative provision is made**

REASONED JUSTIFICATION

- 1.1 Community buildings provide important facilities in which people can meet and interact. They need to be close to places where people live to serve local communities. The high cost of land and buildings in Havering means that community facilities may come under pressure from more profitable uses and the local community may lose an accessible facility. Once these sites are redeveloped for commercial uses it is often difficult to find alternative sites with good accessibility because these uses find it difficult to compete with higher value land uses. Therefore, it is important to ensure that community facilities continue to serve residents' needs.

IMPLEMENTATION

- 1.2 Conditions may be attached to the permission to ensure that the replacement facility was re-provided before 50% of the development was completed to ensure that the facility was not out of use for any significant amount of time.

DC28 - DUAL USE OF SCHOOL FACILITIES

Opportunities to make existing schools and their facilities (including playing fields) available to wider community use will be encouraged where such use results in no unacceptable amenity, environmental, safety or traffic problems.

Conditions may be imposed to minimise disturbance including time restrictions.

REASONED JUSTIFICATION

- 1.1 Dual use of school facilities is a sensible use of scarce resources which represent a major capital investment. By allowing community and other groups to use education facilities and playing fields outside school hours it is possible to use land more efficiently and to make new or improved local facilities available in easily accessible locations. This fits in with the Government's 'Extended School' model. The Council will, therefore, encourage schools to manage their facilities to provide opportunities for community use, particularly in areas where an unmet need exists.

DC29 - EDUCATIONAL PREMISES

The Council will ensure that the provision of primary and secondary education facilities is sufficient in quantity and quality to meet the needs of residents by:

- **supporting the implementation of the Havering School Organisation Plan and by taking into account future demands as a result of population changes**
- **normally seeking to meet the need for increased school places within existing sites**
- **in addition to the criteria in DC26, ensuring that proposals to locate new schools meet the following criteria:**
 - **the sites and buildings are appropriate to the needs of the users and the community in general, including the dual use of premises for community purposes (see DC28)**
 - **they are accompanied by a School Travel Plan.**
- **seeking payments from residential developers for the capital infrastructure of schools required to meet the demands generated by the residential development. Detailed guidance is provided in the SPD.**

REASONED JUSTIFICATION

- 1.1 The Council will continue to closely monitor the land needs of schools and ensure the most efficient use of land and buildings in the education service in order that a full range of education opportunities can be maintained.
- 1.2 Generally the cumulative impact of housing development in the borough is unlikely to have a significant effect on education needs. However, in the longer term, large-scale development of housing in the south of the borough, as part of the London Riverside development, is likely to have an impact on the need for additional school places in the southern part of the borough.
- 1.3 Where an education site is found to be surplus to the needs of the education service as a whole, they will be used in accordance with the priorities of the plan. In doing so, account will also be taken of existing open space and sports facilities ancillary to the school, with regard to demand for these in line with PPG17 and the Havering Open Space and Sports Assessment.
- 1.4 Financial contributions from residential developers towards the educational needs generated will be sought in line with the SPD on Educational Needs Generated by New Development.

DC30 – CONTRIBUTION OF COMMUNITY FACILITIES

Where appropriate in major new development, the Council will seek contributions towards the provision of essential new community facilities.

REASONED JUSTIFICATION

- 1.1 Planning obligations are used to lessen any adverse impact a development may cause and contribute towards local facilities. For example, new housing development may create additional demand for GP premises, or a major new employment use may generate demand for childcare facilities. In such cases, an agreement may be sought with the developer to provide (or contribute towards providing) such facilities. Examples of community facilities are set out in paragraph 1.1 of the reasoned justification to Core Policy 8.

DC31 – CEMETERIES AND CREMATORIA

The Council will ensure that sufficient land is retained to meet demand for burial space and cremated remains.

REASONED JUSTIFICATION

- 1.1 From 2006, burial space needs in Havering are forecast to increase by more than four acres every five years. The Core Strategy will, therefore, need to plan for future burial space. Land at Romford Cemetery cannot be used due to waterlogging and attendant groundwater pollution concerns. However, there is the potential to extend Upminster Cemetery to meet burial space need. There is also a need for extra land to bury cremated remains at the South Essex Crematorium. This is covered in the Site Specific Allocations Development Plan Document.

TRANSPORT

DC32 – THE ROAD NETWORK

New development which has an adverse impact on the functioning of the road hierarchy will not be allowed.

Planning permission for new road schemes will only be allowed where they:

- **are consistent with the Council's road hierarchy**
- **improve conditions for pedestrians and cyclists and disabled people by providing safe and convenient facilities**
- **improve public transport accessibility**
- **have net environmental benefits**
- **improve safety for all users**
- **contribute to regeneration objectives**
- **are consistent with the Council's Local Implementation Plan and the Mayor of London's Transport Strategy**
- **allocate street space in accordance with the London Plan**

Contributions may be sought from developers towards new road schemes or road improvements.

REASONED JUSTIFICATION

- 1.1 The Government in its document 'Managing Our Road', recognises that there is only limited scope for tackling urban congestion by increasing road capacity. Similarly, the key challenge in Havering is improving the management and efficiency of the road network for all modes of transport, and encouraging modal shift. The Council will, therefore, take care to ensure that new development does not have an adverse impact on the functioning of the road hierarchy and, for major developments, will require the submission of a transport assessment to ensure this. At the same time, there may be cases in Havering where new roads are needed to support regeneration especially in London Riverside, or to improve the environment and increase safety (for example, the Ferry Lane Link Road). In planning new roads, the overall objective of the Core Strategy of reducing the need to travel and promoting sustainable forms of transport where travel is necessary, needs to be met. Therefore, new roads should deliver improvements to public transport accessibility and improve conditions for walking and cycling. The Ferry Lane Link Road is a good example of this as it enables a circular route to be formed through London Riverside, thereby providing a viable bus route where previously there was not one.

- 1.2 New roads will also need to be consistent with the Council's road hierarchy. This categorises the different types of road needed in order to serve the wide range of vehicle types and the different journeys for which they are used.
- 1.3 Primary roads are the long distance links forming part of the national road network. They cater particularly for through traffic and heavy vehicles. Secondary roads are the other important roads where considerations of traffic flow predominate. They provide the links from local roads to the Primary Road Network, access to strategic centres, and the main bus routes.
- 1.4 Local distributor roads collect traffic from local access roads and convey it to the Secondary and Primary Road Networks and thus also have a traffic function. They are also used for the less important bus routes. Local access roads (i.e. all road types below local distributors) give direct access to buildings and land. Their use by traffic having no need for access in the locality should be restricted. The Council also applies a hierarchy of standards for these roads depending on the use to which they are put and the number of dwellings they serve.

IMPLEMENTATION

- 1.5 The Council intends to revise its guide to the layout of roads in new development to reflect 'Manual for Streets', CLG and DoT 2007. The Council, therefore, encourages more flexible highway and footpath standards which consider streets as open spaces promoting, for example, smaller radii shared surfaces, and using the layouts of roads, planting and parking rather than dedicated physical obstacles to traffic calming. This will be published as a separate technical supporting document to Havering's Local Development Framework.
- 1.6 The Council will work closely with Transport for London on issues affecting management of the Transport for London Road Network and Strategic Road Network.

DC33 – CAR PARKING

Car parking provision within new developments should not exceed the maxima set out in Annex 5 which are based on those provided in the London Plan. They should also provide Motor-cycle Parking and Disabled Parking to the standards provided in Annex 5.

In applying these standards developers need to satisfy the following criteria in addition to those set out in Annex 5:

- **for major commercial developments within town centres demonstrate that the level of car parking would not adversely affect that centre or a neighbouring centre's vitality and viability**

- for public off street car parking achieve Park Mark Safer Parking status
- for private off-street car parking achieve secure by design standard (or equivalent methodology)
- demonstrate with regard to existing, or planned Controlled Parking Zones, and the need for additional parking controls that there is no adverse impact on the amenity of residents and the interests of the users of adjacent facilities
- for development with material transport implications require a submission of a Transport Assessment with the planning application in line with the guidance in PPG13
- for public off street parking, show it meets an essential need and enter into an agreement for a management scheme and pricing structure including annual reviews to deter commuter parking or, alternatively, contribute to off-site public parking provision.

The Council will support appropriate development proposals to convert to alternative (non-parking) uses where:

- private non-residential parking space is not required by genuine operational business users
- parking at residential development is in excess of current standards and is not required to meet the parking needs of residents
- the Council has identified public off-street parking as being surplus to requirements

REASONED JUSTIFICATION

- 1.1 This policy uses a combination of Transport Assessments and a measure called Public Transport Accessibility Level (PTAL) to determine parking standards for different uses.
- 1.2 Transport Assessments should give details of proposed measures to improve access by public transport, walking and cycling, to reduce associated parking and mitigate adverse transport impacts. Transport Assessments will be a key factor in assisting in the assessment of development proposals and ensuring that parking levels sought for new developments are neither excessive nor inadequate and that sufficient capacity exists or can be provided on the significantly affected parts of the transport network. Equally, they will help to ensure that the level of car parking does not give rise to on-street car parking problems which may impact on the safety and quality of the environment. In doing so, consideration will need to be given to ensuring that car parking standards are integrated with on-street parking controls. Where a new development, particularly major residential and employment uses, is proposed in areas of poor public transport provision, the Council may seek contributions for public transport improvements, which in turn may enable the level of car parking to be reduced.

- 1.3 In setting parking standards the Council has been careful that there is no incentive for uses to locate away from town centres, or that this will impact on the viability and vitality of town centres. For example, Romford competes with Lakeside and Bluewater which offer free parking. There is also competition between and within town centres in Havering that has to be addressed as part of a strategy.
- 1.4 Car parking standards for new dwellings are set out in development control policy DC2 Housing Mix and Density. Standards vary from car free developments to a maximum of two spaces per dwelling in less accessible suburban areas. Romford and the 'urban' areas of Hornchurch, Upminster and Elm Park are identified as suitable for car free housing in terms of accessibility. However, in the interests of controlling on-street parking, the absence of a CPZ in Hornchurch and Elm Park means that car free housing is only acceptable in Romford and Upminster where permits can be withheld from residents of new 'flatted' development.
- 1.5 The Council through its Local Implementation Plan and Parking and Enforcement Strategy will continue to monitor the usage of public car parks and identify surplus provision and the need for increased provision as appropriate. Within town centres it is often not practicable for new developments to accommodate additional parking demand on site, and a contribution towards public-off street parking may be acceptable.

DC34 - WALKING

In the design and location of access and circulation arrangements within, and between, development and local pedestrian destinations, developers will be required to:

- **take account of the needs of pedestrians**
- **address 'desire lines' to local shops, services and schools, including safer routes to school, and public transport nodes, lighting, rest facilities, safety and security, and barriers to local movement.**

In appropriate circumstances, contributions will be sought towards initiatives either planned, or underway, to promote walking in the borough as included in Havering's Local Implementation Plan, and the strategic walking routes set out in the Transport for London Walking Plan including the Greenways. This includes the implementation of a continuous Thames Path across the borough which increases access to the Thames frontage.

Where relevant, contributions may also be sought towards increasing pedestrian accessibility between the development and important local facilities including shops and services and local public transport nodes, for example crossings, drop kerbs, tactile paving, lighting and so on.

This would include contributions toward improving the pedestrian environment at transport interchanges including stations and bus stops.

In major new developments used by the public the provision of public conveniences may be sought on site or contributions to off-site Universal Super Loos in line with the Council's Street Environment Maintenance and Management Plan.

REASONED JUSTIFICATION

- 1.1 Havering's Walking Strategy reflects the policies and objectives set by the London Plan and PPG13 and Havering's Local Implementation Plan (LIP).
- 1.2 Havering's Walking Strategy seeks to promote walking because it is;
 - good for the environment as it has the least adverse environmental impacts of all forms of travel and has no negative impacts upon air quality, congestion and noise.
 - good for the community as it is a socially inclusive form of transport which helps reduce social isolation and has positive impacts on community safety
 - good for the individual because it has proven health benefits.
 - good for the economy as town centres which are planned around the needs of pedestrians tend to have more vibrant day and evening economies
- 1.3 Therefore in line with Havering's LIP it sets a number of objectives the most relevant of which to the Core Strategy are;
 - to maintain a high quality walking environment
 - to improve the pedestrian environment
 - to promote safety, security and interaction
 - to promote walking for leisure
- 1.4 This policy takes forward the measures within the strategy in so far as they can be implemented through new development.

DC35 - CYCLING

The design and layout of developments will be required to take account of the needs of cyclists by:

- **encouraging safe and secure cycle parking and changing and shower facilities to be provided appropriate to the nature and scale and location of the development**

- encouraging the design and location of access and circulation arrangement of the development to take account of the needs of cyclists
- in major new development encouraging cycle priority measures which link with existing routes and networks
- where appropriate seeking contributions towards off-site improvements to the cycle network and cycle facilities including facilities at key public transport nodes and destinations and contributions towards the London Cycle Network Plus and Thames Chase Forest Circle.

Applicants will be required to provide cycle parking to the standards provided in Annex 6 from Transport for London.

In applying this policy regard will be had to the London Cycling Action Plan 'Creating a chain reaction', and the London Cycle Design standards and other relevant documents.

REASONED JUSTIFICATION

- 1.1 Havering's Cycling Strategy reflects the policies and objectives set by the London Plan, PPG13 and Havering's Local Implementation Plan.
- 1.2 Havering's Cycling Strategy seeks to promote cycling because it is;
 - good for the environment as it does not pollute or rely on finite fossil fuels, and has positive effects on noise levels and air quality
 - good for the community as it is an inclusive form of transport which is accessible to many groups irrespective of age, background or income
 - good for the individual because it has proven health benefits.
- 1.3 Therefore, in line with Havering's LIP, it sets a number of objectives. The most relevant to the Core Strategy are:
 - to improve and increase the length of cycle routes
 - to improve and increase cycle parking
 - to improve the cycling environment through engineering and planning measures
- 1.4 This policy takes forward the measures within the strategy in so far as they can be implemented through new development. The cycle standards are from Transport for London proposed guidelines on Cycle Parking Standards.

DC36 - SERVICING

Planning permission for new industrial, housing, shopping and commercial developments will only be granted where adequate

servicing arrangements are provided. As far as possible these will be required within the curtilage of the development and be designed and laid out so that vehicles can leave in forward gear.

Town centre developments may be serviced from the highway at the front of the premises. However, planning permission will only be granted where the applicant can demonstrate that:

- this will not have an adverse effect on the functioning of the road hierarchy**
- it does not adversely effect the efficient functioning of the public transport network**
- it will not cause unacceptable levels of congestion or road hazard**
- it does not have an adverse effect on pedestrian safety or the amenity of residential properties**
- there is no provision of a rear service road as part of the servicing of the wider area.**

REASONED JUSTIFICATION

- 1.1** It is important that in the planning and design of new developments that servicing arrangements are considered from the outset. Outside town centre, servicing off the main highway will generally be the best and safest approach. However, within town centres service roads can take up valuable town centre land and can impede pedestrian access. The alternative is to service developments from the highway. This can help deliver high density mixed use development but if not carefully controlled by for example conditioning hours of servicing, can have an adverse impact on congestion, highway safety and residential amenity.
- 1.2** The implementation of a Clear Zone remains an option for Havering to consider for Romford Town Centre should it be required for pedestrian safety and convenience. Clear Zones remove all vehicular traffic from the centre, and only allow servicing during strictly defined times which are fully enforced. Effectively this means that pedestrianised areas remain just that during the times of peak pedestrian flows.

IMPLEMENTATION

- 1.3** On street servicing hours will be conditioned.

DC37 - SAFEGUARDING

Land for the Channel Tunnel Rail Link and Crossrail be safeguarded in accordance with the safeguarding directions from the Secretary of State, unless removed.

Planning permission will only be granted for the change of use of land from transport and transport support functions:

- where it is not required and is unlikely to be required in the future for this purpose; or
- an equally good alternative is provided either within the borough or in neighbouring boroughs.

The Council will seek to ensure that new development is designed and laid out with regard to the planned and proposed improvements to public transport set out in Core Policy 10, including Crossrail, the East London Transit and Beam Park Station.

REASONED JUSTIFICATION

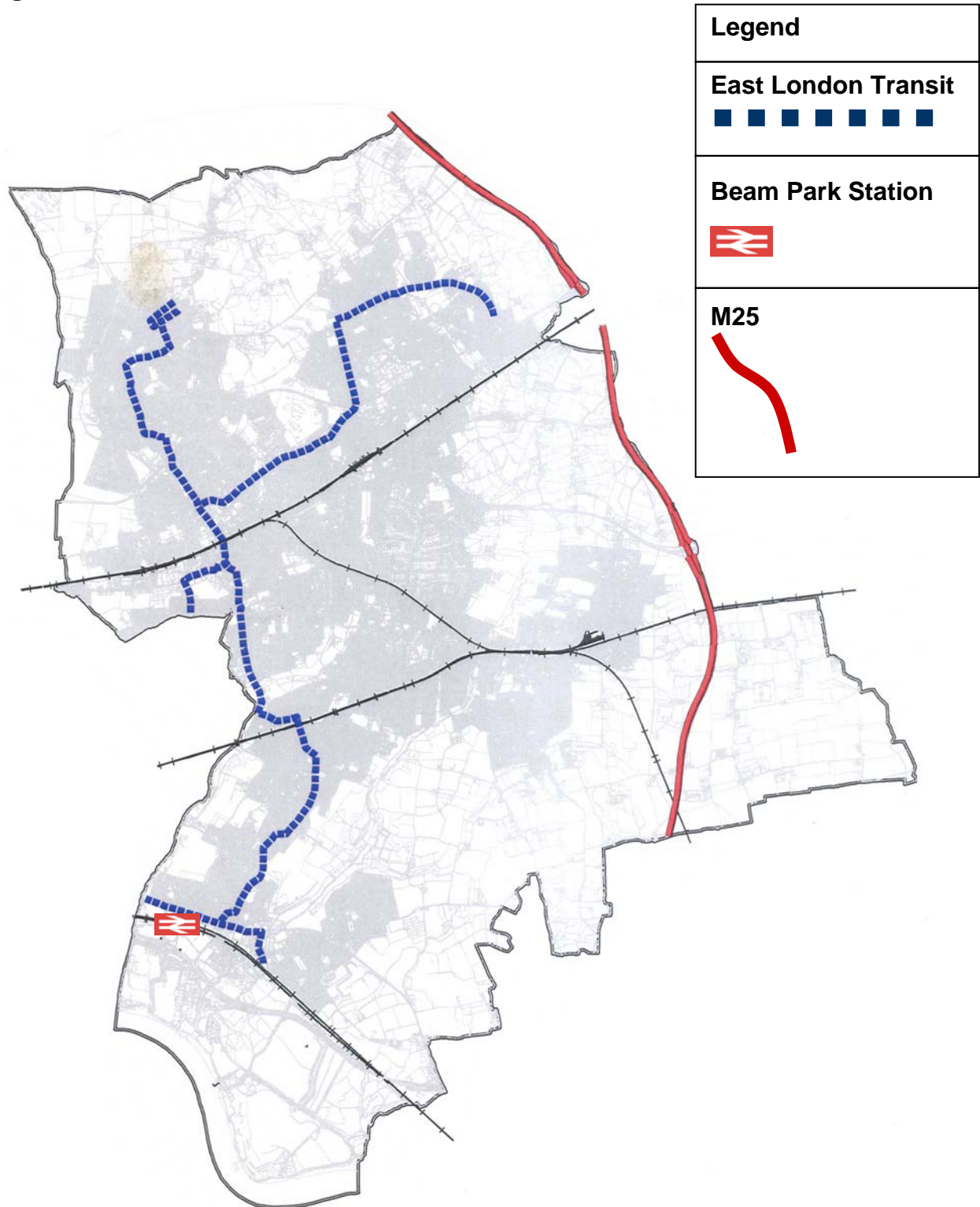
- 1.1 PPG13 states that identifying and protecting existing and potential routes is critical in widening choices for passengers.¹⁰⁵ The London Plan advises that boroughs should only identify approved schemes in their plans.¹⁰⁶ Directions have been made by the Secretary of State for Transport to Havering to safeguard land for the Crossrail scheme and for CTRL (Channel Tunnel Rail Link Act 1996). However, East London Transit is still a proposal and, therefore, as the precise safeguarding requirements are not known, an indicative route is shown on page 231 to enable new development to be designed with regard to its future implementation. The proposed Beam Park Station is included within the Beam Park Site Specific Allocation.
- 1.2 The London Plan recommends that changes of use from transport and transport support functions should only be approved if it is no longer required and is unlikely to be required in the future for this purpose, or if equally good alternatives are provided.¹⁰⁷

¹⁰⁵ PPG13 Transport, paragraph 48, ODPM, March 2001.

¹⁰⁶ London Plan, policy 3C.13, GLA, February 2004

¹⁰⁷ London Plan policy 3C.4, GLA, February 2004

Figure 3 – Indicative route of East London Transit



DC38 – PARK AND RIDE

Park and Ride schemes serving Romford Town Centre which meet the guidance provided in PPG13 and the TfL publication “Park and Ride Strategic Assessment Framework for London” (Nov 2004) will be looked upon favourably.

REASONED JUSTIFICATION

- 1.1 PPG13 states that local authorities should give favourable treatment to well conceived Park and Ride schemes and in certain circumstances considers them as acceptable Green Belt uses.¹⁰⁸ Park and Ride offers the opportunity to reduce road congestion in and around Romford Town Centre to reduce car dependency and encourage modal shift.
- 1.2 Romford suffers considerable traffic congestion issues which are especially acute at weekends. The introduction of a regular Park and Ride scheme serving Romford Town Centre would help improve residents accessibility to services and shops and help bolster the local economy. If successful it may also enable town centre parking to be reduced.

IMPLEMENTATION

- 1.3 Transport for London funding has been secured for a feasibility study into a permanent high quality Park and Ride facility for Romford.

DC39 - FREIGHT

Improvement to the integration of rail, river and road freight will be encouraged. Planning permission will only be granted for new developments which generate high levels of freight provided that the applicant demonstrates through a transport assessment how freight movements to and from their site will be managed with regard to:

- **Maximizing the use of river and rail freight facilities within and outside the borough where this represents the most sustainable option**
- **Minimising impact on the efficient functioning of the public transport network**
- **Minimising impact on the efficient functioning of the strategic road network**
- **Minimising the inconvenience to residents and other businesses**
- **Minimising the impact on the environment**

¹⁰⁸ PPG13 Transport, paragraph 59, ODPM, March 2001

Encouragement will be given where practicable to using river and rail freight facilities within and without the borough where this represents the most sustainable option.

The use of the River Thames by freight is supported and therefore the Tilda and Phoenix Wharves are safeguarded from redevelopment for other purposes which would prejudice their use for river based freight related purposes. Their development will not be allowed unless applicants can prove that they will never be capable of being made viable for river based cargo-handling. In implementing this policy the relevant criteria in the London Plan will be applied. Development next to or opposite safeguarded wharves should be designed to minimize the potential for conflicts of use and disturbance.

Development which generates high levels of freight must be located close to major transport routes and away from town centres and residential areas. Any adverse impact in the strategic road network must be mitigated if necessary.

REASONED JUSTIFICATION

- 1.1 Havering's economy and that of the surrounding area relies on an efficient system for the distribution of goods and services. Within Havering the primary freight network is the road network. The borough's Strategic Industrial Locations enjoy excellent access to the A13 and A12 and M25. In line with the Road Traffic Act 2004, the Council will seek to ensure that the traffic management of Havering's roads is properly managed to enable freight deliveries to be made whilst minimising the impact on Havering's residents.
- 1.2 The river Thames provides an alternative to road freight in the south. Currently, there are two safeguarded wharves, Frog Island and Tilda Rice and another operational river terminal at Cleanaway.
- 1.3 Rail freight is active through the borough but not in it. There are now no rail freight terminals within Havering, and Havering's LIP confirms that the Council considers that a case cannot be put forward for a rail terminal that could be cost effectively developed. However, a freight terminal is proposed in Barking and Dagenham which would access the Channel Tunnel Rail link (CTRL) and give access to high gauge wagons to and from mainland Europe. Havering's LIP identifies that access to freight deliveries by rail for origins and destinations within Havering should be through this terminal.

IMPLEMENTATION

- 1.4 As part of their transport assessment major freight generating uses would be required to assess the sustainability of freight movements to and from their site as detailed in the policy.

- 1.5 The Council intends to carry out a feasibility study, subject to receiving LIP funding, to determine how the level of waste transfer by rail/water can be increased.

WASTE MANAGEMENT

DC40 – WASTE RECYCLING

Planning permission will only be granted for developments where suitable waste and recycling storage facilities are provided.

In large residential or commercial developments neighbourhood recycling centres should be provided where a need exists and where an accessible facility for local residents by all forms of transport can be provided which does not impact adversely on the amenity of neighbouring properties.

Where it is not practical, or feasible, to service each household individually, the developer should provide on-site or convenient and accessible off-site communal recycling facilities. The Council will assess the best approach in negotiation with applicants on a site by site basis, having regard to factors such as the overall number of units and the implications for residential amenity and access. Where off-site facilities are considered the best approach, the Council will seek agreements commensurate with the scale of the development proposed.

Developers are required to provide home composting units with all new homes with gardens.

REASONED JUSTIFICATION

- 1.1 Havering provides a weekly kerbside collection of paper, card, tins, cans, plastic bottles, plastic bags and aluminium foil to 90,000 households using orange survival sacks. The borough also has a network of 28 neighbourhood recycling centres where residents can bring textiles, cans, glass bottles & jars and paper for recycling. Havering also has a weekly collection service for 'green' garden waste. Alternatively, the borough supports home composting, or residents can take their 'green' waste to the facility at Gerpins Lane from where it is sent for composting.
- 1.2 In 2003-04, a total of 81,235 tonnes of household waste was produced in Havering and 7.5% of this was recycled and 2.1% was composted, 9.6% in total.
- 1.3 The focus of this policy is on ensuring the design of new developments enables significantly increased levels of recycling to be undertaken to help achieve National Recycling targets.

IMPLEMENTATION

- 1.4 The Council may condition applications to ensure that before the new development is operational that the terms of this policy have been met.

MINERALS

DC41 – RE-USE AND RECYCLING OF AGGREGATES

All new developments are encouraged to:

- recycle and re-use as aggregate, construction and demolition waste on development sites
- where it is not possible to process and subsequently re-use the material within the site, to process it on-site before re-use at another site or for local land restoration
- use substitute or recycled materials in new development in place of primary minerals.

Subject to policy DC43, planning permission for aggregates recycling will be granted within minerals extraction sites and existing landfill sites where the site is in reasonable proximity to the source of the waste and is in reasonable proximity to the Strategic Road Network or the material can be transported by rail or river. All plant must be removed once the primary operation of the site has ceased.

Only where the applicant can prove that there are no suitable and available minerals extraction or landfill sites for aggregates recycling, and the processed material cannot be transported directly by rail or river will planning permission for aggregate recycling facilities be granted within Strategic Industrial Areas.

For all aggregates recycling sites there must not be an unacceptable impact on the environment or human health and noise. Dust and visual intrusion must also be kept to a minimum. Applicants are advised to consult the Government guide 'Controlling the Environmental Effects of Recycled and Secondary Aggregates'.

REASONED JUSTIFICATION

- 1.1 This policy is focused on meeting London Plan targets for the re-use of construction and demolition waste. The recycling of aggregates involves the sorting, crushing and grading of construction and demolition waste. Ideally, this process should be done on site and as much of the recycled waste re-used in the construction process. This helps reduce the need for primary minerals and also reduces the need to transport minerals from, and too, the site. However, where this is not possible there will be a need for off-site recycling facilities. These tend to be best located in mineral extraction and landfill sites. However, in exceptional circumstances, these may be allowed within Strategic Industrial Areas.

DC42 – MINERALS EXTRACTION

Planning permission for minerals extraction will be granted within the specific sites/preferred areas shown on the proposals map provided:

Environmental Impact

- That the proposed extraction will not result singularly or cumulatively in significant adverse impacts on the environment or human health by ensuring:
 - minimisation of environmental disturbance for the period of the operation by means of, for example, tree planting and land grading schemes, visual screens, acoustic baffles, siting of plant and buildings, limitation of working hours, direction of working and by relating excavation to progressive restoration to minimise the extent of the area open at any one time
 - particle emissions meet EC and UK standards
 - there are no adverse noise and dust impacts with regard to Annexes 1 and 2 of MPS2. 'Controlling and Mitigating the Environmental Effects of Minerals Extraction in England-Noise'. Applicants will be required to prepare and implement a Dust Action Plan to control dust to acceptable levels
 - there is no significant adverse effect on safety and amenity from vehicular traffic. When considering the traffic implications the Council will not only consider the effect on roads and the amenity of residents in the vicinity of the site but also along routes leading to the site through built-up areas and through the countryside
 - there are no significant long term adverse effects on the landscape
 - it does not create land instability
 - subject to part 19 of the General Development Plan Order 1995, ensure ancillary buildings, structure, plant or equipment in the Green Belt are essential to the operation and preserve the open nature of the Green Belt, and that their materials are sympathetic to the landscape and their impact is minimised by appropriate siting and screening where necessary
 - there is no significant adverse effect on sites of protected or priority species or habitats in line with Havering's Biodiversity Action Plan, sites of historical, geological or archaeological importance
 - there is no significant adverse effect on ground or surface waters, flooding, and air quality.

Restoration

- the site workings are restored to the highest standards and secure a beneficial and acceptable after use in line with Green Belt objectives
- sites within the Thames Chase are provided to a high quality after-use in liaison with the Thames Chase and the Council which increases the recreational and biodiversity quality of the land in line with the targets in Havering's Biodiversity Action Plan, as appropriate
- where extraction involves grade 1, 2 or 3A agricultural land, that where appropriate it is restored to its former physical characteristics, and that extraction is phased to ensure the maximum amount of land is retained in agricultural use.

Applicants will be required to include a detailed scheme for the progressive restoration of the land and the after-use of the site in line with Minerals Planning Guidance Note 7: Reclamation of Mineral Workings. Where the proposed restoration is to agriculture, forestry or amenity, a scheme for the long term management of the land following restoration will be required. In evaluating after-use and restoration, the Council will take into account the applicant's past record of working and restoring sites. It will seek to secure the improvement of poorly restored land within the applicant's control and where appropriate its long term management by imposing planning conditions or through legal agreements, where appropriate.

Prior to the adoption of the Specific Sites/Preferred Areas for Mineral Extraction DPD any applications received for minerals extraction will be judged against the criteria in this policy.

REASONED JUSTIFICATION

- 1.1 Minerals Planning Statement 1, Planning and Minerals, 2006, aims to prevent or reduce as far as possible, impacts on the environment and human health arising from the extraction, processing, management or transportation of minerals. Policy 4A.5 of the London Plan similarly identifies that DPDs should adopt the highest environmental standards for aggregates extraction.
- 1.2 Consequently, this policy seeks to ensure that planning permission for new minerals extraction sites is only granted to those applications, initially within the minerals safeguarding areas identified on the proposals map which satisfy the criteria of this policy, and subsequently within the preferred areas or for the specific sites after the adoption of the Minerals DPD, which are sustainable and ensure the high quality restoration of minerals extraction sites.
- 1.3 It is important to note that minerals extraction need not be inappropriate development or conflict with the purposes of designating Green Belts.

However, in permitting mineral winning developments in the Green Belt, the Council will need to ensure that high environmental standards are maintained during operation, and that the site is well restored to an after use consistent with Green Belt objectives.

- 1.4 The policy also seeks to ensure the high quality restoration of mineral extraction sites which may, in appropriate circumstances, help to provide leisure and recreation opportunities in the Green Belt and, where relevant, help deliver the Thames Chase Plan.
- 1.5 Applicants will be encouraged to:
 - Carry out environmental audits to ensure they comply with relevant legislation, regulation and conditions contained in pollution control authorisations, discharge approvals and planning permissions
 - Adopt voluntary site transport plans in consultation with the local community

IMPLEMENTATION

- 1.6 The production of primary land won aggregates will be monitored in the Annual Monitoring Report which will help inform the need for applications for minerals extraction.

DC43 - READY MIXED AND PROCESSING PLANT

Within the Green Belt, planning permission will only be granted for ready mix concrete plant and other secondary aggregate processing plants at current mineral working sites. However, unless proposed as part of the application for extraction, the Council may seek Article 4 Directions to restrict the rights to erect such plant where, unless carefully controlled, this would be likely to conflict with other policies of the Plan. All secondary plant at mineral sites will be 'tied' to the life of mineral extraction at the site and all plant will be required to be removed upon the completion of mineral working.

REASONED JUSTIFICATION

- 1.1 Minerals Planning Statement 1, Planning and Minerals, 2006, states that local authorities should indicate the types of site where recycled or secondary aggregates production could take place.
- 1.2 The erection of processing plant which is ancillary to mineral working is generally permitted by the General Development Order (GDPO), although the detail may be subject to approval. The location of ready mixed concrete and other secondary aggregate processing plant on operational mineral sites will

help to reduce traffic movements by minimising the number of traffic movements required.

DC44 - TRANSPORT OF AGGREGATE BY RAIL OR RIVER

Planning permission for the establishment of facilities for the importation and distribution of aggregate by rail or river will be granted where both of the following criteria are met:

- **It has no significant adverse impact on the efficient functioning of the strategic road network**
- **there is no conflict with green belt, environment or employment policies.**

REASONED JUSTIFICATION

- 1.1 The establishment of bulk handling and distribution facilities for imported aggregates would help to reduce the need to rely on long distance lorry traffic. The retention of existing aggregate depots is encouraged by the London Plan. However, there are already aggregate wharves and depots in the London Borough of Barking and Dagenham and in Thurrock which currently serve the north eastern part of London and, now that Frog Island has been developed for waste uses, it is very unlikely that such sites can be found in Havering.

GREEN BELT

DC45 - APPROPRIATE DEVELOPMENT IN THE GREEN BELT

The Council will promote uses in the Green Belt that have a positive role in fulfilling Green Belt objectives. Planning permission for development in the Green Belt will only be granted if it is for the following purposes:

- **agriculture and forestry, outdoor recreation, nature conservation, cemeteries**
- **mineral extraction provided policies in the Council's Local Development Framework are complied with**
- **Park and Ride facilities provided that the criteria in Annex E of PPG13 are met.**

Planning permission for new buildings will only be granted for the following purposes:

- **they are essential for the uses listed above; or**
- **they involve limited infilling or redevelopment on a site designated as a Major Developed Site in accordance with DC46**

Extensions, alterations and replacement of existing dwellings will be allowed provided that the cubic capacity of the resultant building is not more than 50% greater than that of the original dwelling.

Planning permission for the reuse of existing buildings will only be granted if the criteria set out in PPG2 are satisfied. Particular care will be taken to ensure that the proposed use (including the use of any adjoining land) does not have a greater impact on the openness of the Green Belt.

Subject to the Departure procedure, planning permission for the redevelopment of authorised commercial/industrial sites will be granted provided there is a substantial decrease in the amount of building on the site and improvements to the local Green Belt environment.

REASONED JUSTIFICATION

- 1.1 This policy is based on the guidance set out in Planning Policy Guidance Note 2, Green Belts, amended March 2001. PPG2 makes it clear that there is a general presumption against inappropriate development which is harmful to the Green Belt except in very special circumstances. It says that policies in development plans should ensure that any planning applications for inappropriate development accord with the plan. In addition, Planning Policy

Guidance Note 13, Transport, 2001, amends PPG2 by saying that Park and Ride schemes may be appropriate subject to non-Green Belt sites being investigated first and a number of other criteria set out in Annex E of the guidance.

- 1.2 The Council considers that in order to achieve improvement to both the open nature and Green Belt environment at existing authorised commercial / industrial sites, it may be justifiable to grant permission for a use which would not normally be acceptable in terms of Green Belt policy. Any such proposal will need to be treated as a Departure and will be subject to the appropriate procedures.
- 1.3 In all cases, 'original' means the dwelling and domestic outbuildings as existing on 1st July 1948; or if no dwelling existed on that date then 'original' means the dwelling as first built after 1st July 1948 excluding any extensions or outbuildings built after completion of the dwelling.

DC46 - MAJOR DEVELOPED SITES

The following sites have been defined as Major Developed Sites in the Green Belt:

- **St George's Hospital, Hornchurch**
- **The Cardrome, Romford**
- **Quarles Campus, Harold Hill**
- **Nags Head Lane Sewage Treatment Works**

The criteria set out in Annex C of PPG2 will be applied when determining planning applications on these sites.

In the event of complete or partial redevelopment, the Council will seek proposals for residential use or community use, subject to relevant policies in the Plan

REASONED JUSTIFICATION

- 1.1 PPG2 allows limited infilling or redevelopment of major existing sites that have been identified in the Local Plan. The Council has identified the following sites as major developed sites as they all have a number of existing buildings and may become available for other uses in the future.
- 1.2 St. Georges Hospital - This site lies between residential areas to the north and Hornchurch Country Park to the south and adjoins the ecologically sensitive Ingrebourne Valley to the east. Any redevelopment of the site will need to relate satisfactorily to the surrounding uses.

- 1.3 The Cardrome - The majority of this site is laid out with a system of roads that is used by persons learning to drive off the public highway. Other parts of the site are occupied by car sales, a filling station and a variety of buildings used in connection with the other uses on the site.
- 1.4 Quarles Campus - This former school site is still in education use and is currently one of three sites in the Borough occupied by Havering College. The western part of the site is occupied by a range of buildings and hardstanding whilst the eastern part of the site is largely open and provides some sport /recreation facilities. Planning permission has recently been granted for a community football project including a full size grass pitch, an artificial training pitch, changing facilities and car parking.
- 1.5 Nags Head Lane Sewage Treatment Works - This site is partly within Brentwood Borough Council, however, the main built up part of the works is within Havering. In line with PPG2 it has been identified as a Major Developed Site to enable essential operational development.

DC47 - AGRICULTURE

The Council will:

- **not grant planning permission where the proposal would result in the loss of high quality agricultural land (Grades 1, 2 & 3a) unless it can be shown that there is an overriding sustainability benefit or the development is unavoidable and no lesser quality land is available**
- **seek to ensure that new agricultural buildings are necessary for a bona fide agricultural enterprise and that other suitable buildings on the agricultural unit previously used for agricultural purposes within the last four years are not being used for a non-agricultural use**
- **apply the criteria set out in PPS7 when dealing with applications for farm diversification including farm shops and applications for permanent and temporary agricultural/forestry dwellings**
- **ensure that the amenities of local residents are protected when permission is granted for diversification or a new agricultural building.**

REASONED JUSTIFICATION

- 1.1 National planning policy in Planning Policy Statement 7, Sustainable Development in Rural Areas, 2004, recognises the importance and varied roles of agriculture including the maintenance and management of the countryside and valued landscape. The guidance says that the presence of the best and most versatile agricultural land (grades 1, 2 and 3a of the Agricultural Land Classification) should be taken into account when

determining planning applications. If development of agricultural land is unavoidable local planning authorities should seek to use areas of poorer quality (grade 3b or lower).

- 1.2 The guidance says that favourable consideration should be given to proposals for diversification in the Green Belt where the development preserves the openness of the Green Belt and does not conflict with the purposes of including land in the Green Belt. When determining such applications, the Council will apply the criteria set out in PPS7.
- 1.3 This policy seeks to ensure that agricultural buildings are genuinely needed and their adverse effect on the Green Belt and the environment are minimised in order to protect the openness of the Green Belt and the amenities of residents.
- 1.4 Dwellings are often required for farm workers especially where livestock is involved on the holding. This is a sensitive issue in the open countryside and even more so in the Green Belt. The Council will, therefore, need to be convinced that the new dwelling is essential for the functioning of the available enterprise and will use the criteria set out in Annex A of PPS7. Similarly, when new farming activities are started the criteria for temporary dwellings set out in PPS7 will be applied.

ENVIRONMENTAL MANAGEMENT

DC48 – FLOOD RISK

Development must be located, designed and laid out to ensure that the risk of death or injury to the public and damage from flooding is minimised whilst not increasing the risk of flooding elsewhere and ensuring that residual risks are safely managed.

Planning permission therefore will only be granted for development where it can be demonstrated that:

- Through a sequential test it is located in the lowest appropriate flood risk zone with regard to the advice in PPS25 and Havering's Strategic Flood Risk Assessment
- It would not constrain the natural function of the flood plain, either by impeding flood flow or reducing storage capacity
- With regard to the London Plan drainage hierarchy, surface water is controlled as near to its source as possible to greenfield rates attenuated up to the 1% annual probability plus climate change, and that the use of Sustainable Urban Drainage Systems (SUDS) has been considered. Where SUDS have not been used the applicant should justify these reasons

A Flood Risk Assessment (FRA) which satisfies the requirements in Havering's Strategic Flood Risk Assessment must be submitted with planning applications:

- For major developments in Flood Risk Zone 1 and all developments in Flood Risk Zones 2 and 3. With regard to PPS25, the Flood Risk Assessment must demonstrate that the sequential test has been undertaken and in addition, where the vulnerability classification of the development is not compatible to the flood zone, the exception test has been passed
- In areas at risk from surface water, sewer, groundwater and lake flooding
- Where drainage problems are identified by the Environment Agency or the Council

Development will not be permitted where it would undermine or breach flood defences.

REASONED JUSTIFICATION

- 1.1 It is important that flood risk is properly addressed in the planning of new developments otherwise this can result in property damage during periods of flooding, put residents in the floodplain at risk, and increase risk to those outside the floodplain.
- 1.2 To ensure this developers must adopt the sequential approach as set out in PPS25 in determining the location of their development with regard to its land use and type and the flood risk zones provided in Havering's Strategic Flood Risk Assessment. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 be considered, taking into account the flood risk vulnerability of proposed land uses and applying the Exception Test if required. Within each Flood Zone, new development should be directed first to sites at the lowest probability of flooding and the flood vulnerability of the intended use matched to the flood risk of the site, e.g. higher vulnerability uses located on parts of the site at lowest probability of flooding.
- 1.3 Where appropriate, the use of Sustainable Urban Drainage Systems (SUDS) must be considered. These aim to control surface water run-off as near to its source as possible and ensure that drainage from the site is consistent with that of a greenfield site. SUDS can be applied to all new development and those in flood risk areas to control the quantity of surface water drainage. Such systems can include permeable pavements, filter drains and strips, swale, temporary basins, ponds, wetlands, and green/brown roofs. The Environment Agency should be contacted for more detail on SUDS. Planning obligations to secure flood attenuation measures may be required to make the development acceptable.

IMPLEMENTATION

- 1.4 More details on Flood Risk Assessments (FRAs) are provided in Havering's Strategic Flood Risk Assessment.
- 1.5 The Council will have regard to PPS25 and Havering's Strategic Flood Risk Assessment in operating this policy.

DC49 - SUSTAINABLE DESIGN AND CONSTRUCTION

Planning permission for major new developments will only be granted where they are built to a high standard of sustainable construction.

Applicants for major developments will be required to produce documentation from the Building Research Establishment to confirm that the development will achieve a rating under the BREEAM rating scheme (or equivalent methodology), for non-residential developments of at least 'Very Good', or at least 'Level 3' Code for Sustainable Homes

from 2008, 'Level 4' from 2010, 'Level 5' from 2013 and 'Zero Carbon' from 2016 for residential developments.^{109 110}

More detailed advice to support this policy is included in the Supplementary Planning Document on Sustainable Construction.

REASONED JUSTIFICATION

- 1.1 This policy focuses on the application of the Building Research Establishment's BREEAM standard and the Code for Sustainable Homes which provide an assessment of the sustainability of the design of a number of uses including offices, homes, industrial units, retail units and schools. If these assessments change in the future the appropriate replacement standards will be used.
- 1.2 The BREEAM standard is a widely accepted benchmark for measuring the environmental performance of buildings. It offers an independent assessment of a proposal using a range of criteria for which credits attained are interpreted in the form of an overall rating of Excellent, Very Good, Good and Fair. BREEAM assesses the performance of buildings in the following areas: management: overall management policy, commissioning site management and procedural issues, energy use: operational energy and carbon dioxide (CO₂) issues, health and well-being: indoor and external issues affecting health and well-being, pollution: air and water pollution issues, transport: transport-related CO₂ and location-related factors, land use: greenfield and brownfield sites, ecology: ecological value conservation and enhancement of the site materials: environmental implication of building materials, including life-cycle impacts, water: consumption and water efficiency.
- 1.3 The Code for Sustainable Homes provides a comprehensive picture of the sustainability of a new home and is based on EcoHomes. As well as energy, the Code covers other key aspects including water, pollution, waste, materials and ecology. The Code awards new homes a 1-6 star rating based on their performance against 9 sustainability criteria. This policy sets out the Code Level homes on major development sites must achieve throughout the life of the plan.

DC50 – RENEWABLE ENERGY

Planning permission for major developments will only be granted where the application:

- **includes a formal energy assessment showing how the development has sought to ensure that energy consumption and carbon dioxide emissions are minimized applying the principles of the energy hierarchy set out in the London Plan**

¹⁰⁹ British Research Establishment Environmental Assessment (BREEAM), British Research Establishment, 1990

¹¹⁰ Eco-Homes is the homes version of BREEAM

- **incorporates on-site renewable energy equipment to reduce predicted CO₂ emissions in line with regional and national policy unless it can be fully demonstrated that such provision is not feasible**

Proposals for the development of renewable energy facilities will be acceptable provided that their design is not detrimental to the character of the surrounding area, there is no demonstrable harm to visual or residential amenities or gives rise to unacceptable levels of pollution generation. In assessing schemes, the benefits of achieving diverse and sustainable energy supplies and reducing greenhouse effects will be balanced against any harm arising from the development. Consideration will also be given to the viability of installing renewable energy generation equipment with regard to the type of development proposed and its location, and design.

More detailed advice to support this policy is included in Supplementary Planning Document on Sustainable Construction.

REASONED JUSTIFICATION

- 1.1 In line with the London Energy Strategy and PPS22 'Renewable Energy', this policy requires major new development to incorporate on-site renewable energy equipment to reduce predicted CO₂ emissions by at least 20%.¹¹¹ On-site renewable technologies that can be used to meet the 20% target and which are promoted by PPS22 include small scale renewable energy schemes utilising technologies such as solar panels, biomass heating, small scale wind turbines, and photovoltaic cells.
- 1.2 However, a major investment in decentralised smaller-scale renewable energy regeneration will also be needed across the Borough to help achieve London's potential, identified in the London Renewable Energy Assessment¹¹² 2001 (DTI).
- 1.3 As far as standalone developments are concerned, Havering already has a number of wind turbines. National guidance makes it clear that specific sites can only be allocated for renewable energy in plans where a developer has already indicated an interest in the site, has confirmed that the site is viable, and that it will be brought forward during the plan period.

IMPLEMENTATION

- 1.4 Applicants are recommended to consult The London Renewables Toolkit 'Integrating renewable energy into new developments: A toolkit for planners developers and consultants' (2004) or its planned replacement.¹¹³

¹¹¹ London Energy Strategy, GLA, 2004

¹¹² London Renewable Energy Assessment, Department of Trade and Industry, 2001

¹¹³ The London Renewables Toolkit 'Integrating renewable energy into new developments: A toolkit for planners developers and consultants', GLA, 2004

DC51 - WATER SUPPLY, DRAINAGE AND QUALITY

Planning permission will only be granted for development which has no adverse impact on water quality, water courses, groundwater, surface water or drainage systems unless suitable mitigation measures can be secured through conditions attached to the planning permission, or a legal agreement. Where a development affects the lower reaches of the Rivers Beam and Rom and River Ingrebourne, contributions may be sought towards measures to improve the poor water quality in these areas.

Applicants are required, as a minimum, to incorporate a high standard of water efficiency which can include greywater and rainwater recycling to help reduce water consumption.

New development must be co-ordinated and phased in line with the provision of the appropriate utility infrastructure including adequate water, foul drainage and sewerage treatment capacity to serve all developments.

Developers must demonstrate that there is adequate capacity both on and off the site to serve the development and that it would not lead to problems for existing users.

Development or expansion of water supply or waste water facilities necessary to serve existing or planned future development will need to ensure that there is no adverse impact on other land uses or the environment.

REASONED JUSTIFICATION

Water supply and drainage

- 1.1 The Environment Agency estimates that rainwater and grey water recycling (water butts or more complex collection and treatment systems) can reduce household water use by up to 30%, with even greater savings for commercial and public premises. This is an important issue because climate change could have fundamental effects on water supply due to seasonal changes in rainfall levels and temperature increases.
- 1.2 Sewerage and water supply to the proposed new homes in London Riverside may need to be phased, and developer contributions sought to ensure that new development is properly serviced.

Water quality

- 1.3 The London Plan expects boroughs to seek to protect and improve water quality to ensure that the Blue Ribbon Network¹¹⁴ is healthy, attractive and offers a valuable series of habitats by directing refusal of proposals that are likely to lead to a reduction in water quality. In 2004, river water quality remains at fair, poor or even bad for the lower parts of the Rivers Beam/Rom and Ingrebourne.

IMPLEMENTATION

- 1.4 More detailed advice to support this policy is included in the Sustainable Construction SPD.

DC52 – AIR QUALITY

Planning permission will only be granted where new development, both singularly or cumulatively, does not cause significant harm to air quality, and does not cause a breach of the targets set in Havering's Air Quality Management Area Action Plan (HAQMAAP).

A formal assessment will be required where it is suspected that a development is likely to cause a breach of emission levels for prescribed pollutants. Where the assessment confirms a breach, planning permission will only be granted if suitable mitigation measures are put in place through conditions or legal agreement.

REASONED JUSTIFICATION

- 1.1 The whole of Havering has been designated as an Air Quality Management Area, and by 2007 an Action Plan will have been agreed which will set out the measures Havering intends to take to reduce levels of Nitrogen Dioxide and fine particulate matter (PM10) to acceptable levels.

IMPLEMENTATION

- 1.2 The Supplementary Planning Document on Sustainable Construction includes measures which may help mitigate airborne emissions from development proposals. The Havering Air Quality Management Area Action Plan (AQMAAP) also provides details on the boundary of the AQMAAP and the objectives of this plan for the borough.

¹¹⁴ The London Plan, Policy 4C.1: The Strategic Importance of the Blue Ribbon Network, GLA, 2004

DC53 - CONTAMINATED LAND

Planning permission for development will only be granted where both of the following criteria are met:

- **where the development is on or near a site where contamination is known, or expected to exist, a full technical assessment of the site's physical stability, contamination and/or production of landfill gas must be undertaken. Where the assessment identifies an unacceptable risk to human health, flora or fauna or the water environment, the applicant will be required to agree acceptable long term remediation measures before any planning permission is granted to ensure there is no future harm with regard to the future use of the site. Where feasible, on-site remediation, especially bio-remediation, is encouraged**
- **the development does not lead to future contamination of the land in and around the site.**

REASONED JUSTIFICATION

- 1.1 Havering Council is receiving an increasing number of planning applications for development on previously used land. In many cases, these sites are affected by the presence of contamination due to historic industrial or waste disposal processes. Contamination can affect the health of people, flora and fauna as well as affecting the development potential of the site, however, development presents an opportunity to remediate this.

IMPLEMENTATION

- 1.2 The Havering Council leaflet titled 'Land Contamination and the Planning Process' provides information on what the Council requires in order to assess if a development is suitable for the proposed use on land which is potentially affected by contamination. This is available on the Council's website.
- 1.3 Where there is a proposal to develop land which may be contaminated, it is advisable to contact the Environmental Health Service (EHS) to discuss potential land contamination issues before submitting a planning application. This will determine whether a Phase I Preliminary Risk Assessment Report and Checklist is required as part of the planning application. The document also provides contact details for the Council's Environmental Health Service.
- 1.4 For details on Bioremediation applicants should refer to the Environment Agency's Remedial Action Datasheets which are available on its website. Applicants should also consider the Model Procedures for the Management of Land Contamination, CLR 11 from the Environment Agency, which have been developed to provide the technical framework for applying a risk management process when dealing with land affected by contamination.

DC54 - HAZARDOUS SUBSTANCES

Planning permission will only be granted for developments involving hazardous substances, or uses requiring hazardous substances consent, where there is no unacceptable risk to occupiers, to public health and safety, or to nature conservation. Development adjoining areas in hazardous use, will be controlled if this would create an unacceptable risk.

REASONED JUSTIFICATION

- 1.1 The Planning (Hazardous Substances) Act 1990 provides for the control, presence and/or use of hazardous sub-stances. The controls are designed to ensure that hazardous substances can only be kept or used in significant amounts after the responsible authorities have had the opportunity to assess the degree of risk arising to persons in the surrounding area. Even after all health and safety controls have been complied with, there remains a residual risk to the surrounding area and these planning controls allow for this risk to be assessed. In considering proposals involving hazardous materials in development sites the Council will have regard to the advice in Circular 04/00: Planning Controls for Hazardous Substances, which provides guidance on the operation of the consent procedure for hazardous substances which implement the land use planning requirements of Directive 96/92/EC, known as the Seveso Directive.

DC55 - NOISE

Planning permission will not be granted if it will result in exposure to noise or vibrations above acceptable levels affecting a noise sensitive development such as all forms of residential accommodation, schools and hospitals. Where the proposal would lead to a noise sensitive development being located near to a noise generating activity, a formal assessment will be required to ensure compliance with the noise exposure categories in Planning Policy Guidance Note 24, Planning and Noise. Planning conditions may be imposed to this effect.

REASONED JUSTIFICATION

- 1.1 Noise pollution can have a significant effect on someone's quality of life, whether a householder, hospital patient, school pupil or employee. Therefore, noise sensitive developments should be located away from existing sources of significant noise, and potentially noisy developments located in areas where noise will not be such an important consideration or where its impact can be minimised.

IMPLEMENTATION

- 1.2 A Supplementary Planning Document provides advice on Noise.
- 1.3 When completed, Havering's Ambient Noise Strategy will provide useful evidence for the application of this policy.

DC56 - LIGHT

In order to minimise the intrusion of artificial lighting, planning permission will only be granted for development, including artificial lighting, where it does not have a negative impact on the amenity of residents or public safety.

Planning conditions may be used to control the level of luminance, glare, spillage, angle, type of lighting and hours of operation.

Applicants are encouraged to use low energy lighting to limit the disturbance to wildlife.

REASONED JUSTIFICATION

- 1.1 Whilst artificial lighting is an effective measure in creating safe and secure environments, and is also necessary for night-time sporting activity, it can have adverse impacts, on wildlife, residential amenity, safety and energy conservation. It is only where the provision of lighting involves development or is part of a larger development scheme for which a planning application is required that the Council can impose planning controls.
- 1.2 PPG17 'Planning for Open Space, Sport and Recreation', provides guidance on floodlighting, it states that in considering applications for floodlighting, local authorities should ensure that local amenity is protected. It also states that the impact on the openness of the Green Belt or on the character of the countryside, of floodlight towers should be a key factor in determining whether planning permission should be granted

IMPLEMENTATION

- 1.3 The Government has produced guidance 'Lighting in the Countryside: towards good practice.' The advice is applicable in towns as well as the countryside and will be used as part of assessing planning applications.

DC57 - RIVER RESTORATION

Parts of the Rivers Beam and Ingrebourne have been identified by the 'Bringing Your Rivers Back to Life' strategy, as rivers which could benefit from restoration. However, other Havering rivers could also benefit from restoration, including the Rom, the Ravensbourne, the Warley, the Weald Bank and Paines Brook.

Where sites are located in close proximity to a river, the Council will in appropriate circumstances seek river restoration and/or financial contributions towards the restoration of rivers. In particular the Council will seek where appropriate:

- improvements to the River Ingrebourne, including full river restoration, the restoration of banks and in-channel habitat enhancement
- improvements to the River Beam, including full river restoration, in channel habitat enhancement the restoration of river banks, the removal of structures (e.g. weirs), deculverting and river channel restoration
- improvements to the River Rom, including in-channel habitat enhancement
- improvements to the Weald Bank and the Ravensbourne, in the form of full river restoration.

REASONED JUSTIFICATION

- 1.1 The 'Bringing Your Rivers Back to Life' strategy promotes river restoration in Havering and other boroughs. River restoration can improve the quality of a river and its surrounding area environmentally, socially and economically by attracting visitors, biodiversity and businesses to the area and helps enhance the Blue Ribbon Network as set out in the London Plan.¹¹⁵

DC58 - BIODIVERSITY AND GEODIVERSITY

Biodiversity and geodiversity will be protected and enhanced throughout the borough by:

- protecting and enhancing Sites of Special Scientific Interest, and all sites of Metropolitan, Borough or Local Importance for Nature Conservation as identified in Protecting the Borough's Biodiversity SPD, and shown on the Proposals Map. Planning permission for development that adversely affects any of these sites will not be granted unless the economic or social benefits of the proposals clearly outweigh the nature conservation

¹¹⁵ Bringing Your Rivers Back to Life: a Strategy for Restoring Rivers in North London, Environment Agency, February 2006

- **importance of the site and only then if adequate mitigation can be provided and no alternative site is available**
- **not granting planning permissions which would adversely affect priority species/habitats identified in either the London or Havering Biodiversity Action Plans unless the economic or social benefits of the proposals clearly outweigh the nature conservation importance of the site and only then if adequate mitigation measures to secure the protection of the species/habitat can be provided and no alternative site is available**
- **protecting and promoting the linking of habitats via the wildlife corridors shown in figure 4 (page 83)**
- **protecting the individual quality and character of, and promoting access to, each Countryside Conservation Area shown on the Proposals Map**
- **protecting and enhancing the biodiversity of the Blue Ribbon Network including rivers and their associated corridors.**

REASONED JUSTIFICATION

- 1.1 Biodiversity consists of the rich diversity of flora and fauna which form a critical part of the earth's ecosystem which humans are a part of and depend on. Biodiversity brings other benefits too. It can be important in flood protection, help ameliorate pollution, and can also be important to the local economy. It is important that biodiversity is protected and enhanced. The London Biodiversity Action Plan, Havering's Biodiversity Action Plan and the GLA's Sites of Importance for Nature Conservation in Havering provide a wealth of information on biodiversity which is particularly rich within Havering.
- 1.2 The London Riverside Conservation Park which is included as a Site Specific Allocation and part of which is already designated as a nature reserve, is forecast to attract over half a million visitors a year when complete. Similarly, the Thames Chase is rich in biodiversity and provides an important asset in Havering's urban fringe and opportunities for enhancement are included in the Thames Chase Plan. As part of the survey of the Borough, the GLA identified three Countryside Conservation Areas which are broad tracts of land where more traditional landscape predominates and there is a high wildlife interest.
- 1.3 When implementing the policy in respect of species/habitats, reference will be made to the UK, London, and Havering Biodiversity Action Plans.
- 1.4 The rivers in the borough and their associated corridors are, in the most part, included either in wildlife corridors, SSSIs, Local Nature Reserves or other sites of nature conservation interest. The London Plan stresses the importance of a valuable series of habitats known as the Blue Ribbon Network. The Council will seek to protect and enhance the biodiversity of this network by implementing policy 4C.3 of the London Plan.
- 1.5 However, biodiversity is not confined to major sites and the countryside. It is also present in private gardens and street trees provide important habitats.

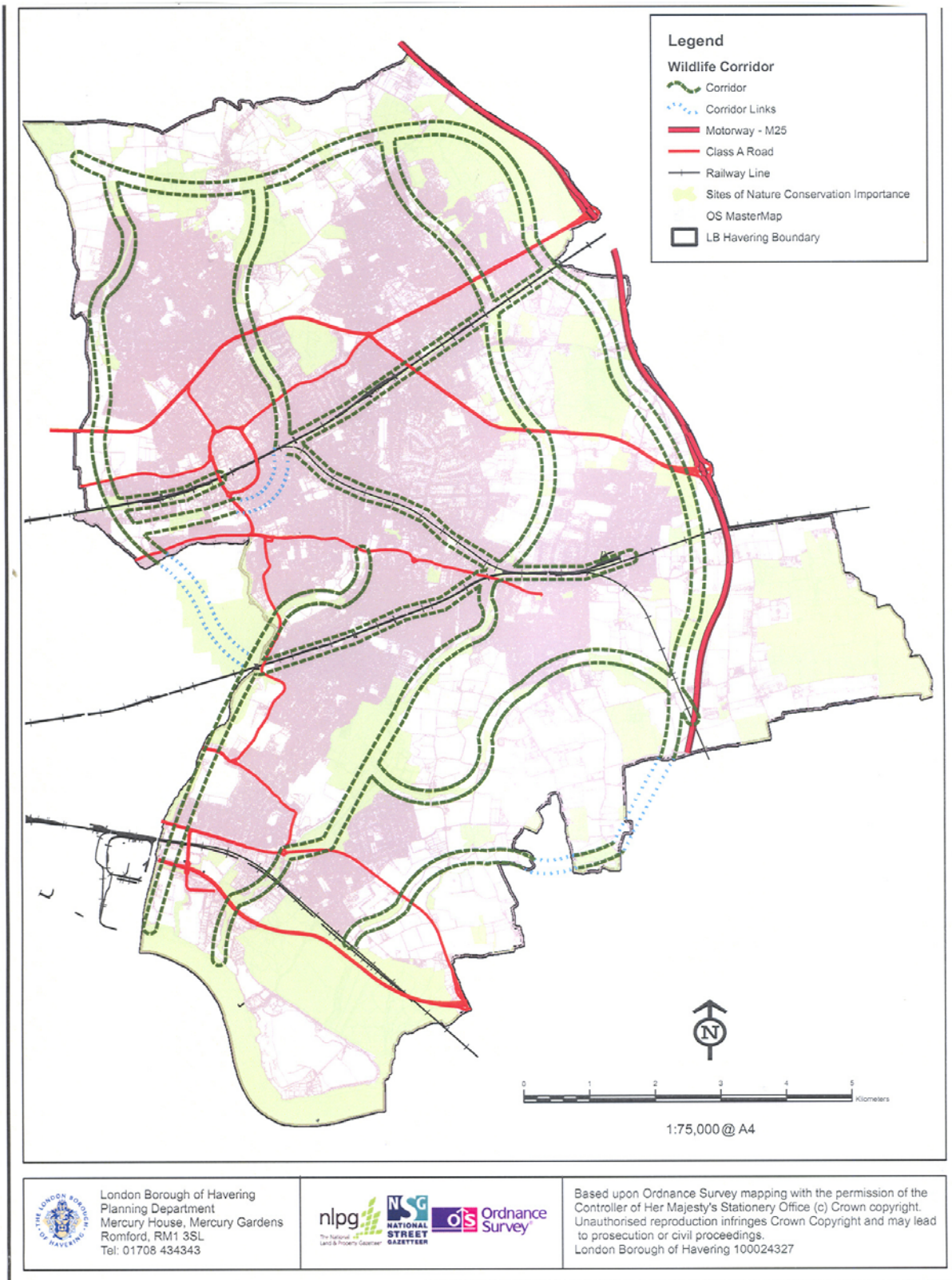
Previously developed land or “brownfield land” may also have biodiversity interest. Therefore, policy should not just be concerned about ensuring new development does not harm biodiversity it can actually represent an opportunity to add to it.

IMPLEMENTATION

1.6 Protecting the Borough’s Biodiversity SPD provides more detailed guidance on:

- Countryside Conservation Areas
- Wildlife corridors
- Priority habitats and species

Figure 4 – Wildlife Corridors in Havering



DC59 - BIODIVERSITY IN NEW DEVELOPMENTS

Enhancements to biodiversity and geodiversity will be sought, in line with London and Havering Biodiversity Action Plan targets, as an integral part of new development.

REASONED JUSTIFICATION

- 1.1 Planning Policy Statement 9, Biodiversity and Geological Conservation, 2005, has, as a key principle, the promotion of opportunities for the incorporation of beneficial biodiversity and geological features within the design of development.
- 1.2 Even small scale developments can increase habitat and benefit biodiversity, for example, by the planting of a single tree or the provision of bird/bat boxes. The opportunities are much greater on larger sites and include, for example, buffer zones to watercourses, planting of native species trees and shrubs, sustainable urban drainage schemes and green roofs.
- 1.3 The Havering Biodiversity Action Plan identifies action plans for various species and habitats in the borough. This will be a useful guide in deciding how new developments can best contribute to enhancing biodiversity.

IMPLEMENTATION

- 1.4 Protecting the Borough's Biodiversity SPD provides more detailed guidance on measures to enhance biodiversity in development schemes.

DC60 – TREES AND WOODLANDS

The amenity and biodiversity value afforded by trees and woodland will be protected and improved by:

- **where appropriate, retaining trees of nature conservation and amenity value and making tree preservation orders**
- **ensuring that adequate measures are put in place when granting planning permission to protect trees during construction works**
- **supporting the implementation of the Thames Chase Plan and ensuring that, development within the area makes a positive contribution towards its implementation**
- **not granting planning permission for development that would adversely affect ancient and secondary woodland.**

REASONED JUSTIFICATION

- 1.1 Havering is fortunate in having not only a large number of woodlands but also a large number of trees or small groups of trees interspersed within the built environment. This is particularly so in Harold Hill, Gidea Park and Emerson Park. Woodlands and trees make an important contribution to visual amenity, biodiversity and, in some cases, provide recreation opportunities. Many copses in particular ancient woodland and secondary woodland are protected as either Sites of Special Scientific Interest or of Metropolitan or Local Importance.
- 1.2 Part of the borough is in the Thames Chase area and this has resulted in the creation of new woodlands as well as other new planting including hedgerows. Thames Chase will continue to add to the tree cover of the Borough in future years.

IMPLEMENTATION

- 1.3 The SPD on the Protection of Trees during Development provides more detail on the implementation of this policy.
- 1.4 Where appropriate planning conditions will be imposed on planning permissions to ensure the protection of trees of amenity value while development takes place.
- 1.5 Tree preservation orders may be made on individual trees, groups of trees, areas of trees, hedges or woodlands which contribute to the character of the area and are of public amenity value.
- 1.6 The quality of existing trees will be assessed against the current British Standard.

DESIGN

DC61 - URBAN DESIGN

Planning permission will only be granted for development which maintains, enhances or improves the character and appearance of the local area. Development must therefore:

- harness the topographical and ecological character of the site, including the retention of existing trees and landscape features while providing appropriate landscaping
- respond to distinctive local building forms and patterns of development and respect the scale, massing and height of the surrounding physical context
- complement or improve the amenity and character of the area through its appearance, materials used, layout and integration with surrounding land and buildings
- provide structure by utilising and protecting existing views, vistas, panoramas and landmarks and creating new ones;
- reinforce, define and embrace the street and create natural surveillance by ensuring streets and open spaces are overlooked
- create or enhance and clearly define the public and private realms and ensure these are free of clutter and easily accessible
- meet the needs of all people of all ages
- be designed and oriented around the needs of pedestrians, cyclists and connectivity to the public transport network
- be durable, flexible and adaptable.

Where necessary, applications for planning permission must be accompanied by a design and access statement which addresses the guidance in Circular 1/2006.¹¹⁶

Planning permission will not be granted where the proposal:

- results in unacceptable overshadowing, loss of sunlight/daylight, overlooking or loss of privacy to existing and new properties and has unreasonable adverse effects on the environment by reason of noise impact, hours of operation, vibration and fumes between and within developments; or
- prejudices the satisfactory development of adjoining land and/or the development of the surrounding area as a whole.

¹¹⁶ Circular 01/06 Guidance on Changes to the Development Control System, Communities and Local Government, 2006

REASONED JUSTIFICATION

- 1.1 Havering is an attractive borough, with a diverse urban, suburban and rural character. For example, Romford town centre is a bustling centre with big buildings and a variety of different uses. The sort of development which would work in the heart of Romford town centre would not be appropriate, for example, in the heart of Havering-atte-Bower which is a loose collection of one and two storey houses around a traditional village green in a rural setting. Therefore, the need for new developments to be responsive to the circumstances of their site and the surrounding environment is very important in Havering. New development represents an opportunity to improve the quality of the environment and this policy is focused on ensuring this. In line with 'By Design'¹¹⁷ this policy includes performance criteria rather than standards which encourage creative solutions to what are often complex brownfield urban development sites.

IMPLEMENTATION

- 1.2 Further detail is provided in the Residential Amenity Space SPD which provides guidance on amenity space standards, sunlight/daylight criteria and privacy/overlooking.
- 1.3 The Residential Extensions and Alterations SPD sets out guidance for householders planning to extend or alter their home.

DC62 - ACCESS

Planning permission for public buildings and toilets or places which provide a service including places of work, places of education, shops, restaurants, community buildings, health, education, culture, the arts, leisure including tourist, sport play and youth facilities will not be granted unless a high standard of inclusive access for employees and visiting members of the public is provided.

Where necessary, applications for planning permission will not be entertained unless accompanied by a design and access statement.¹¹⁸ This should include how the specific needs of disabled people have been integrated into the proposed development and how inclusion will be maintained and managed.

REASONED JUSTIFICATION

- 1.1 Access is a major issue in Havering because of the high proportion of older people in the borough, the relatively high number of households containing

¹¹⁷ By Design, Urban Design in the Planning System, ODPM, 2000

¹¹⁸ Statutory Instrument 2006 No. 1062 The Town and Country Planning (General Development Procedure) (Amendment) (England) Order 2006

someone with a physical disability and the forecast increase in the numbers of very young and very old. Inclusive design is based on the social model of disability, as it focuses on the design of the environment not on an individual's impairment. An inclusive environment is one that can be used by everyone, regardless of age, gender or disability. To achieve this the needs of all user groups need to be considered at the beginning of the design process.

- 1.2 The Disability Discrimination Act¹¹⁹ (DDA) places a statutory duty on the providers of goods and services to ensure equality of access for persons with disabilities. As a consequence, all new public buildings must be designed to be accessible to all members of the community. These requirements are enforced through the Building Regulations (Part M).¹²⁰ In line with the Mayor of London's SPG on Accessible Environments this policy aims to achieve inclusive design and encourage developments that can be used easily by as many people as possible without undue separation or special treatment, offer the freedom to choose and the ability to participate equally in the development's mainstream activities.¹²¹

IMPLEMENTATION

- 1.3 When preparing Access Statements applicants should consider the contents of the Mayor of London's SPG and the Disability Rights Commission guide to Access Statements.¹²²

DC63 – DELIVERING SAFER PLACES

Planning permission will only be granted for proposals which:

- **ensure that footway frontages, bus stops, publicly accessible spaces, open space or other transport interchanges are overlooked**
- **are designed with management and maintenance in mind, to discourage crime in the present and in the future**
- **have well defined routes, spaces and entrances that provide convenient movement without compromising security**
- **are structured so that different uses do not cause conflict**
- **promote a sense of ownership, respect, territorial responsibility and community**
- **where necessary include well-designed security features**
- **generate a level of human activity that is appropriate to the location and creates a reduced risk of crime and sense of safety at all times.**

¹¹⁹ Disability Discrimination Act (DDA), 1995 and new provisions to the act

¹²⁰ The Building Regulations 1999, Approved Document M Access and Facilities for Disabled People

¹²¹ Accessible London: Achieving an Inclusive Environment Supplementary Planning Document, GLA, 2004

¹²² Disability Rights Commission

In addressing these criteria applicants are required to adopt the principles and practices of ‘Secured by Design’ Award Scheme.¹²³

Where appropriate, the Council will consider imposing community safety conditions or seek contributions via legal agreements for crime prevention through environmental design or community safety initiatives, improved street lighting, alley gating, taxi marshalling schemes, provision of CCTV, or late-night bus services.

More detail on the implementation of this policy is provided in Supplementary Planning Document on Designing for Safer Places.

Planning applications requiring a design and access statement must demonstrate how crime prevention measures have been considered in the design of the proposed development and how it reflects the attributes of ‘Safer Places’.

REASONED JUSTIFICATION

- 1.1 Sustainable communities are communities which succeed economically, socially and environmentally, and respect the needs of future generations. They are well-designed places where people feel safe and secure; where crime and disorder, or the fear of crime, does not undermine the quality of life or community cohesion. Crime is a very important issue locally. When surveyed in 2004, 82% of residents said low levels of crime is one of the most important things in making an area a good place to live.
- 1.2 ‘Safer Places’ promotes the importance of safety and security in design, which is essential to successful sustainable communities.¹²⁴ Seven attributes of sustainable communities that are particularly relevant to crime prevention are central to the guide. These are not intended to be prescriptive or a set of rules to be applied to all situations, but should be considered as prompts to the application of crime prevention through environmental design and promoting community safety.
- 1.3 This policy is in line with national and regional planning guidance which places design at the centre of the planning process; these include PPS1¹²⁵, PPS3¹²⁶, PPS6¹²⁷, PPG13¹²⁸ and PPG17¹²⁹. The Crime and Disorder Act¹³⁰ also places a duty on the local authority to do all that it can reasonably, to prevent crime and disorder in the area.

¹²³ Secured By Design, Police Initiative, 2004 <http://www.securedbydesign.com/>

¹²⁴ Safer Places, ODPM, 2004

¹²⁵ Planning Policy Statement 1, Delivering Sustainable Development, ODPM - 2005

¹²⁶ Planning Policy Statement 3 Housing CLG 2006

¹²⁷ Planning Policy Guidance 6 Planning for Town Centres, ODPM, 2005

¹²⁸ Planning Policy Guidance 13 Transport, ODPM, 2001

¹²⁹ Planning Policy Guidance 17 Planning for Open Space, Sport and Recreation, ODPM , 2002

¹³⁰ The Crime and Disorder Act , Section 17, HMSO , 1998

- 1.4 Developers, designers and those seeking planning permission should enter into discussions with a range of interested parties before the application is submitted, including the Havering Police Borough Crime Prevention Design Advisor (CPDA).

IMPLEMENTATION

- 1.5 The Havering CPDA is available for free advice on how applicants can achieve the 'Secured by Design' standard. The borough CPDA is currently seconded to the local Council on a full time basis.
- 1.6 The Metropolitan Police Property Service will be directly consulted on major planning applications to enable them to identify scope for meeting their property requirements.
- 1.7 Where crime prevention or the fear of crime is material to a proposed development, the Council will seek community safety conditions to secure measures which will help to reduce the possibility of crime. In cases where it is either inappropriate or simply not possible to impose a valid condition, informatives on planning permissions drawing the applicant's attention to particular guidance on crime prevention or to technical publications that deal with security measures will be used. Where appropriate, the CPDA will be consulted with in the discharging of conditions.

DC64 - TELECOMMUNICATIONS

Planning permission for telecommunications development will only be granted where:

- **it does not have an unacceptable effect on the character and appearance of the surrounding area or in other respects unacceptably harm the amenity of occupiers of neighbouring sites**
- **the proposal is sufficiently screened, it has no undue effect on the skyline, the height of the proposal is acceptable in relation to the existing topography and it does not cause an adverse effect on local conservation value**
- **the applicant has demonstrated the significance of, and need for the proposal as part of a national network**
- **the applicant has demonstrated that the proposal is the least environmentally intrusive option of all technically feasible alternatives, including those of sharing a mast or site, using an alternative location or using an existing building or structure**
- **a statement is provided with mobile phone base station applications stating compliance with the ICNIRP¹³¹ (International**

¹³¹ Guidelines for Limiting Exposure to Time-Varying Electric, Magnetic, and Electromagnetic Fields (up to 300 GHz)
International Commission on Non-Ionizing Radiation Protection (ICNIRP) Guidelines

Commission on Non-Ionizing Radiation Protection) guidelines for public exposure

Careful consideration will be given to proposals with regard to the Green Belt, Conservation Areas and Listed Buildings where the architectural quality of the buildings, townscapes and landscapes may be particularly sensitive to the intrusion of badly sited and designed telecommunications equipment.

REASONED JUSTIFICATION

- 1.1 The Council recognises the need for telecommunications equipment to support, business and domestic needs. At the same time it also needs to ensure its environmental impact and impact on the character of an area/or building is minimised. Planning Policy Guidance Note 8 ¹³² (PPG8) Telecommunications seeks to balance these needs. The purpose of this policy would, therefore, be to reconcile these two competing factors.
- 1.2 It should be noted that some smaller satellite dishes and other minor telecommunications development are permitted under the Town and Country Planning General Permitted Development Order¹³³ (GPDO) 1995 (as amended) and so do not require planning permission. However, planning permission for such developments may be required in Conservation Areas and areas that are subject to Article 4 directions.

IMPLEMENTATION

- 1.3 Applicants should refer to PPG8 Telecommunications and Government guidance in Mobile Phone Network Development: Code of Best Practice.
- 1.4 For the siting of satellite television antennas, applicants should refer to 'A Householder's Planning Guide for the Installation of Antennas including Satellite Television Dishes'¹³⁴.

DC65 - ADVERTISEMENTS

Express consent for advertisements will only be granted if:

- **they complement the scale, form and architectural composition of individual buildings**
- **they are by size, design, siting and degree of illumination in character with the surrounding area and the buildings they are on**

¹³² Planning Policy Guidance 8, Telecommunications, ODPM, 2001

¹³³ Statutory Instrument 2001 No. 2718, The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2001

¹³⁴ A Householder's Planning Guide for the Installation of Antennas including Satellite Dishes, 2005, ODPM

- when displayed on a paved forecourt, or in a pedestrianised area, their dimensions are in scale with other street furniture and should not be overwhelming upon pedestrians in the area
- when they are displayed on buildings, or as free-standing units alongside the highway, they should be related to the scale of surrounding buildings and have regard to the symmetry or architectural features of their location
- they do not materially harm the visual amenity in the area
- they do not unduly compromise public safety or pose a hazard to traffic.

Advertisements above fascia level are unlikely to be acceptable since they tend to form an excessively prominent and incongruous feature in the street scene.

Illuminated advertisements within predominantly residential areas will only be granted where they comply with all of the following criteria:

- the letters only are internally illuminated or, alternatively, the advertisement is externally spot lit
- the hours of illumination are limited to 07.00 to 21.00 hours or the hours during which the business premises are open for trading, whichever are the longer
- projecting box signs are positioned at or below existing fascia height, subject to a minimum clearance of 2.1m (7ft), a maximum projection of 0.9m (3ft) and are not deeper than the existing fascia and in any case no deeper than 0.9m (3ft)
- do not materially affect the amenities of neighbouring residential properties.

All of the borough's Conservation Areas and the Green Belt are defined as Areas of Special Control for Advertisements.

Applications for poster sites will be determined with regard to the criteria contained in Annex A of PPG19.¹³⁵

REASONED JUSTIFICATION

- 1.1 This policy covers fascia signs and projecting signs, large advertising hoardings, freestanding illuminated adverts and smaller poster panels.
- 1.2 It is accepted that there is a need for advertising on commercial premises. However, such material must be limited if adverts are not to dominate buildings or detract from the appearance of the location. This can be particularly detrimental to the character of Conservation Areas and the Green Belt and for this reason all of the borough's Conservation Areas and the Green Belt are defined as Areas of Special Control for Advertisements. Within Areas

¹³⁵ Planning Policy Guidance 19, Outdoor Advertisement Control, ODPM, 1992

of Special Control there are further restrictions on the type, height and size of signs that can be displayed without express consent from the Council.

- 1.3 For illuminated advertisements, the Council will have regard to standards recommended by the Institute of Lighting Engineers.
- 1.4 Excessive number of advertisements and signs in close proximity can lead to visual chaos and clutter in the street scene. The Council wishes to avoid this by restricting the number of advertisements and signs to a level appropriate to the character of the area.

IMPLEMENTATION

- 1.5 Applicants should consult the Government guide titled, 'Outdoor advertisements and signs: a guide for advertisers', to find out if their application requires advertisement consent.¹³⁶
- 1.6 Applicants should refer to the Havering Conservation Areas: Shopfront Design Guide SPD which encourages high standards of shop front design within all Conservation Areas in Havering.
- 1.7 Applicants should also refer to the Institute of Lighting Engineers Technical Report No 5 on Brightness of Illuminated Advertisements¹³⁷, which will be used by the Council to assess and condition the extent of illumination. This is to ensure that the illumination is of a level which will not materially affect the amenities of neighbouring residential properties.

DC66 - TALL BUILDINGS AND STRUCTURES

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**

¹³⁶ Department for Transport, Local Government and the Regions and the Welsh Assembly for Wales, Outdoor Advertisements and Signs: A Guide for Advertisers

¹³⁷ Institute of Lighting Engineers, Technical Report No5 on Brightness of Illuminated Advertisements, 2001

- **act as a catalyst for regeneration**
- **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.

REASONED JUSTIFICATION

- 1.1 The Mayor of London defines a tall building as a building which is significantly taller than its surroundings and/or has a significant impact on the skyline and is larger than the threshold sizes set for the referral of planning applications to the Mayor, which is 30 metres. However, the Mayor allows boroughs to set locally based thresholds for tall buildings. The London Borough of Havering is typically characterised by 2-3 storey suburban development even within the major district centres, and a scattering of 10 storey and above buildings or structures. There is very little development in between these heights. Consequently, the tall buildings there are in Havering tend to feature prominently on the skyline and there is little or no gradation of scale.
- 1.2 The biggest concentration of tall buildings is in Romford Town Centre, which includes The Axis, Romford Brewery Chimney, St Andrew's Church, Thomas England House and William Park House, South Street Telephone Exchange, Mercury House and North House. Even here, for example along South Street and Victoria Road, much development is two or three storeys high. Outside of

Romford Town Centre tall buildings tend to either be residential tower blocks or churches. Examples include Highfield Tower (Collier Row), Perry, Templar, Mardyke, Roman and Chantry Houses (Mardyke), St Andrew's Church Hornchurch, Dryden and Kipling Towers (Harold Hill) and Haynes Park Courts (Hornchurch). These demonstrate the importance of having a clear policy on where tall buildings should be located and how they should be designed.

- 1.3 The Council considers that in Havering a tall building or structure is one which is 6 storeys or 18 metres or more above ground level. Buildings or structures of this height are likely only to be acceptable in Romford Town Centre. Romford Town Centre is that area covered by the Romford Area Action Plan. Where, exceptionally, a tall building is considered acceptable outside Romford Town Centre the criteria in this policy must be satisfied. The criteria within the policy are modelled on those set out in the London Plan. Policy 4B.8 promotes the development of tall buildings where they create attractive landmarks, are of high quality and inclusive design, enhance London's character, and help to create economic clusters or act as a catalyst for regeneration.¹³⁸ The criteria also have regard to criteria for evaluation within the Joint CABE/English Heritage publication 'Design Guidance for Tall Buildings'.¹³⁹
- 1.4 Tall buildings can be a method of achieving high densities; however, as recognised by the Urban Task Force Report (1999) it is equally clear that tall buildings are not necessary to provide high density accommodation. There are significant advantages in adopting a low or medium rise approach to achieving the same level of density. A medium rise perimeter block has several distinct advantages over a single block standing in the middle of an open space. A tall building is, therefore, only acceptable where there is a clear reason for having one, which the applicant should highlight.

¹³⁸ Policy 4B.8, Tall Buildings Location, The London Plan, 2004

¹³⁹ Guidance for Tall Buildings, Para 4.6, CABE/English Heritage 2003

HERITAGE

DC67 – BUILDINGS OF HERITAGE INTEREST

Planning permission involving Listed Buildings or their setting will only be allowed where:

- it does not involve the demolition of a Listed Building
- it does not adversely affect a Listed Building or its setting

A change of use which is contrary to other Development Control policies may be considered more favourably if it is necessary in the interests of conserving a Listed Building.

When dealing with planning applications the Council will also take into account the contribution that other buildings of historical and/or architectural interest make to heritage.

REASONED JUSTIFICATION

- 1.1 The Council has a statutory duty to protect buildings and structures of special architectural or historic interest. These buildings are important for the positive contribution they make to the character of an area. They are appreciated and valued by the public as established and tangible evidence of the past, providing a sense of permanence and belonging and a historic perspective with which to approach today's development opportunities. The retention and conservation of these buildings is, therefore, very important and a wide range of suitable and viable uses should be considered to secure their future. There are also over 200 buildings of local historical and/or architectural interest in the borough and account will be taken of their contribution to the heritage when dealing with planning applications

IMPLEMENTATION

- 1.2 The Heritage SPD will identify all of the buildings to which this policy will apply.

DC68 – CONSERVATION AREAS

The character or appearance of Conservation Areas will be preserved or enhanced. Planning permission for development within a Conservation Area will only be granted where:

- **It does not involve the demolition of a building that makes a positive contribution to the character or appearance of the area**
- **It preserves or enhances the character or appearance of the Conservation Area and is well designed**
- **It does not involve the loss of trees which contribute towards the character or appearance of the Conservation Area**
- **In the case of Gidea Park Conservation Area, it ensures that all subdivision of plots particularly within the 1911 Exhibition and Competition housing areas result in plot sizes similar to those of surrounding properties.**

The revision of boundaries of existing Conservation Areas and the designation of additional Conservation Areas will be based on the Heritage SPD.

REASONED JUSTIFICATION

- 1.1 Planning Policy Guidance Note 15 says that plans should set out an authority's broad criteria for the designation of new conservation areas and for the review of existing conservation area boundaries; and, where possible, which particular areas are in mind for both. However, the detailed definition or revision of boundaries, and formulation of proposals for individual conservation areas should be pursued separately from the local plan process itself.
- 1.2 Currently, there are nine Conservation Areas in Havering which cover 3.5% of the Borough's area. The Council is currently carrying out appraisals of the nine existing Conservation Areas. These appraisals will reconsider the boundaries as well as setting out approaches to dealing with planning applications. This work will be fed into the Heritage Strategy SPD which will include criteria for reviewing existing Conservation Area boundaries and for identifying additional Conservation Areas. Any changes will need to be subject to further investigation and public consultation before any designations can be made under the relevant sections of the Planning Acts.

IMPLEMENTATION

- 1.3 The Heritage Supplementary Planning Document will build on the work of the Conservation Area appraisals and set the criteria for designating Conservation Areas and will identify possible new Conservation Areas and amendments to the boundaries of existing designated areas.

- 1.4 Criteria for judging applications in the Gidea Park Conservation Area are included in the Gidea Park SPD. More detailed advice criteria for judging applications in other specific Conservation Areas will either be included in the Heritage SPD or in separate SPDs. Applicants for shop fronts should also consult the Havering Conservation Area Shop Front Design Guide SPD.

DC69 - OTHER AREAS OF SPECIAL TOWNSCAPE OR LANDSCAPE CHARACTER

Planning permission will only be granted if it maintains, or enhances, the special character of:

- the Emerson Park Policy Area which is typified by large and varied dwellings set in spacious mature, well landscaped grounds
- the Hall Lane Policy Area which is typified by large detached and semi-detached dwellings set in large gardens with considerable tree and shrub planting
- the Gidea Park Special Character Area which is derived from the quality of its urban design and architectural detailing and also its locally important heritage and historical associations.

Detailed criteria for dealing with planning applications in these areas will be contained within three separate SPDs.

The Council will also seek to preserve the special character of Havering Ridge including protecting views to and from the area.

REASONED JUSTIFICATION

- 1.1 There are certain parts of the Borough which, whilst not Conservation Areas, have special and unique characters which add to the townscape and landscape quality of the Borough.
- 1.2 The Council has operated policies aimed at preserving the spacious character of the Emerson Park and Hall Lane, Upminster residential areas for around thirty years. This has helped to maintain the special character of these areas. In addition, these areas contain a critical stock of large family and 'executive homes' which have helped promote the Borough as a good business location.
- 1.3 The Gidea Park Special Character Area has been designated because of the quality of its urban design, architectural detailing and locally important heritage associations.
- 1.4 Havering Ridge in the north of the Borough was recognised by the former London Planning Advisory Committee as an Area of Special Character because of its skyline character and the panoramic views it affords of Central London. It has also been identified by English Heritage as an Area of Heritage

Land for its combined intrinsic value for landscape, historic and nature conservation interest. Even if a development is generally acceptable in terms of Green Belt policy, the Council will ensure that any development has regard to the special character of the area.

IMPLEMENTATION

- 1.5 Detailed criteria for dealing with applications in the Emerson Park and Hall Lane Special Policy Areas and Gidea Park Special Character Area will be contained in separate SPDs.

DC70 – ARCHAEOLOGY AND ANCIENT MONUMENTS

The Council will ensure that the archaeological significance of sites is taken into account when making planning decisions and will take appropriate measures to safeguard that interest. Planning permission will only be granted where satisfactory provision is made in appropriate cases for preservation and recording of archaeological remains in situ or through excavation. Where nationally important archaeological remains exist there will be a presumption in favour of their physical preservation. Particular care will need to be taken when dealing with applications in archaeological 'hotspots' where there is a greater likelihood of finding remains.

Planning permission will not be granted for development which adversely affects the three Ancient Monuments in the Borough or their settings.

REASONED JUSTIFICATION

- 1.1 Archaeological sites of interest and their settings and Ancient Monuments are irreplaceable and, therefore, it is important that policy seeks their protection, enhancement and preservation for the benefit of current and future generations. There are three scheduled Ancient Monuments in Havering, the 14th Century Upminster Hall Barn or Tithe Barn in Hall Lane Upminster, the moated site at Dagnam Park and the Roman Road across Romford golf course.
- 1.2 The archaeological 'hotspots', which are areas that have a greater potential for containing remains, will be shown in the Heritage SPD. They are divided into Archaeological Priority Areas where important archaeology can be expected and Archaeological Priority Zones where there is a potential need for archaeological consideration and consultation with English Heritage. The identification of these areas is as a guide to the existence of or potential for archaeological remains being present and each particular application should be dealt with on a case by case basis.

IMPLEMENTATION

- 1.3 Archaeological hotspots will be defined in Heritage SPD.

DC71 - OTHER HISTORIC LANDSCAPES

The character of historic parks and Common Land will be protected or enhanced giving particular attention to the protection of views to and from common land and other historic landscapes.

REASONED JUSTIFICATION

- 1.1 National policy in Planning Policy Statement 9, Biodiversity and Geological Conservation, 2005, says that registered parks and gardens should be protected whilst there are laws which protect Common Land. There are over 50 historic parks and gardens in the Borough. The largest area of Common Land in Havering is Upminster/Tylers Common (which also includes land on the highway verges of nearby roads). One of the features of Upminster/Tylers Common is the pleasant views from it over the surrounding countryside. Views from the surrounding area including the footpath and bridleway system are also important. The Village Green at Havering-Atte-Bower is also Common Land and is a focus of the village and Conservation Area and provides a fine setting for the Church and other listed buildings.

IMPLEMENTATION

- 1.2 The historic parks and gardens will be identified in the Heritage SPD. This will also contain criteria aimed at keeping to a minimum the number of accesses over Common Land in Tomkyns Lane, Nags Head Lane and Warley Road and ensuring that any new access has the minimum adverse impact on the character of the Common Land.

PLANNING OBLIGATIONS

DC72 - PLANNING OBLIGATIONS

In order to ensure that new development is in line with the principles of sustainable development as set out in the Core Policies and Development Control Policies one or more of the following or other items, may be sought in connection with a planning application approval where they satisfy all the tests set out in Circular 05/05.

Places to Live

Affordable housing (DC6)

Places to work

Training programmes and employment support, and access to employment schemes including the provision of premises in appropriate locations (CP3 and DC13)

Town Centres

Qualitative improvements to town centres (CP4)

Culture

Qualitative improvements in Hornchurch Town Centre (CP6)

Improvements to the quality and quantity of open space, recreation and leisure facilities (CP7, DC18 and DC21)

Implementation of the Green Chain network, London Outer Orbital Path, the Green Arc, Thames Chase and Green Grid (DC22)

Public Art (DC25)

Community Needs

Education facilities (DC29)

Community facilities (CP8 and DC30)

Transport

Improvements to public transport accessibility and capacity and other transport infrastructure (CP10)

Improvements to conditions for walking (DC34)

Improvements to conditions for cycling (DC35)

Road improvements (DC32)

Waste Management

Waste recycling facilities (DC40)

Environmental Management

Provision of on-site renewable energy equipment (DC50)

Mitigating the impact of development on air quality (DC52)

Mitigating the impact of development on water quality, water courses, groundwater, surface water and/or drainage system (DC51)

Restoration of rivers (DC57)

Enhancements to biodiversity and geodiversity (DC59)

Heritage

Preservation or enhancement of historic assets (CP18)

Design

Measures to achieve safer environments (DC63)

For developments which are determined by the London Thames Gateway Development Corporation (LTGDC) the LTGDC Planning Obligations Community Benefit Strategy will be applied.

REASONED JUSTIFICATION

- 1.1 “Planning obligations (or ‘s106 agreements’) are private agreements negotiated, usually in the context of planning applications, between local planning authorities and persons with an interest in a piece of land (or ‘developers’), and intended to make acceptable development which would otherwise be unacceptable in planning terms” (Circular 05/05, Para B3¹⁴⁰).
- 1.2 Circular 05/05 states that planning obligations may be used to ensure that development is in line with the objectives of sustainable development. This policy lists the areas where the Council or other bodies may enter into an agreement to ensure the principles of sustainable development as set out in the Core Strategy and Development Control Policies DPD are met. The list of obligations in this policy therefore is not exclusive, and other obligations may be sought where they are necessary to achieve sustainable development, these may be set out in other DPDs including the Romford Area Action Plan and the Joint Waste Plan.
- 1.3 In line with Circular 05/05, paragraph B5 agreements will only be entered into where the following tests are met:
 - Relevant to planning
 - Necessary to make the proposed development acceptable in planning terms
 - Directly related to the proposed development
 - Fairly and reasonably related in scale and kind to the proposed development
 - Reasonable in all other respects
- 1.4 Due to the special requirements for infrastructure to enable the development of the Thames Gateway area, this policy aims to ensure that all development makes an appropriate contribution financially or in kind towards the infrastructure that needs to be provided. Funding from planning obligations will form a relatively small part of the overall funding required for this infrastructure. The LTGDC will use other funding streams and its influence to

¹⁴⁰ Circular 05/05: Planning Obligations, Department of the Environment Circular, 2005.

ensure that infrastructure is brought forward, so that the regeneration of the area can be achieved. This approach has been developed in consultation with the Communities and Local Government Department. As such it forms part of the Department's drive to look for and develop innovative funding mechanisms. Accordingly in London Riverside the current LTGDC Planning Obligations Community Benefit Strategy will be applied.

IMPLEMENTATION

- 1.5 Supplementary Planning Guidance on Planning Obligations, Educational Needs Generated by New Development, London Riverside, Hornchurch Centre, Heritage, Affordable Housing, Protecting the Borough's Biodiversity and Havering Conservation Areas and the Shopfront Guide all provide additional guidance on planning obligations.

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Development Control Policies

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13 Glossary

Active Frontage	A frontage which adds interest, life and vitality to the public realm. It has frequent doors and windows with few blank walls to ensure that the lively internal use of the building can be seen from the street or space outside.
Affordable Housing	Housing for people whose incomes are insufficient to allow them to afford decent local housing on the open market. Affordable housing comprises social housing and intermediate housing.
Air Quality Management Area (AQMA)	An area where an Action Plan is prepared to ensure that emission levels for prescribed pollutants are not exceeded.
Allotment	An allotment comprises a number of plots, each usually about 250 square metres in size, which can be rented for growing fruit and vegetables. The land is generally owned by the local council.
Ambient Noise	Ongoing sounds in the environment like that from industry and transport.
Annual Monitoring Report	An annual report for the previous financial year, which updates progress on producing the Local Development Framework, and assesses the performance of Local Development Framework policies.
Area Action Plan	A Development Plan Document that establishes a planning framework for areas of change or conservation.
Article 4 Direction	A direction that can remove all or part of the permitted development rights set out in the Town & Country Planning General Development Order 1988 (as amended). An Article 4 Direction requires the owner/occupier to obtain planning permission before undertaking certain works to their dwellinghouse, for which the permitted development rights have been removed.
Best Practicable Environmental Solution (BPEO)	A solution that provides the most benefits or the least damage to the environment and human health as a whole, at acceptable cost, in the long term as well as in the short term.
Biodiversity	The variety of all life forms (animals, plants and living things), the genes they contain and the ecosystems they form part of.

Blue Ribbon Network	A spatial policy that covers London's waterways, water spaces and the land alongside them.
BREEAM standards	An assessment tool that aims to review and improve the environmental performance of a building.
Brownfield Land	Land and premises that have previously been used or developed and are not currently in full use. The land may also may be vacant, derelict or contaminated.
Community Strategy	A document produced by a local strategic partnership to promote or improve the economic, social and environmental wellbeing of the area under jurisdiction of a local authority.
Comparison Goods	Goods which people buy from the store offering the best value for money rather than the one closest to them. They comprise household appliances, furniture, clothing and footwear.
Convenience Goods	Goods which are commonly purchased everyday. They comprise food, drink, tobacco and newspapers.
Core Strategy	A Development Plan Document that sets out a long term spatial vision and spatial objectives and Core Policies to deliver the vision. Also includes detailed Development Control Policies.
Creative Industries	The creative industries sector includes those who work in a creative industry and those who work in a creative occupation. This may, for example, include people who work in an art centre and artists.
Crossrail	Crossrail is a proposed new rail link that will enable rail travel from Romford across London.
Cultural Quarters	An area containing a mass of cultural activities and related uses such as theatres, art centres and affordable workspace for creative industries.
DCLG (Department for Communities and Local Government)	The government department responsible for planning, local government, housing and regional development.
Design and access statement	A statement that is submitted with a planning application which demonstrates how the guidance set out in Circular 1/2006 has been met.
Development	Policies that contain criteria against which planning

Control Policies	applications are assessed. Development Control Policies ensure that all development meets the vision and objectives of the core strategy.
Development Plan	Havering's Development Plan comprises the London Plan and all the Development Plan Documents contained within the Local Development Framework.
EcoHomes	A widely accepted benchmark for measuring the environmental performance of new homes. Includes issues such as energy use, air and water pollution and ecology.
Environmental Impact Assessment	An assessment to review the environmental effects of a project to determine whether the project should go ahead.
Green Belt	The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the most important attribute of Green Belts is their openness.
Green Chains / Greenways	Areas of undeveloped open land that are linked to other areas of open land by footpaths for walking, cycling or wildlife corridors.
Habitable Room	In a typical house, the habitable rooms are the living room, dining room and bedrooms. Utility spaces such as the bathroom, kitchen, landings, lobby and storage areas are not normally considered to be habitable rooms, except a kitchen over 13 sq.m. (140 sq.ft.) in area. A living room over 19sq.m. (200sq.ft.) in area and capable of sub-division will be counted as 2 rooms for density purposes.
Havering Strategic Partnership / Local Strategic Partnership	A partnership which is focused and committed to improving the quality of life and governance in a particular locality. The partnership consists of people representing public services, local business, residents and community and voluntary groups.
Inclusive design	Seeks to create an environment which can be easily used by as many people as possible without undue effort, separation or special treatment. It enables everyone to have the ability to participate equally in the development's mainstream activities.
Independent Examination	A hearing chaired by an Independent Inspector to assess the soundness of development plan documents.
Lifetime Homes	Homes that are built to be accessible, adaptable and convenient to reflect the changing needs of the population from young children to older people.

Locally Listed Building	A building or structure which, whilst not listed by the Secretary of State, the Council feels to be an important part of Havering's heritage due to its architectural, historic or archaeological significance.
Livability	Refers to the environmental and social quality of an area as perceived by residents, employees and visitors.
Local Development Framework (LDF)	The LDF forms part of Havering's Development Plan along with the London Plan. The LDF comprises Development Plan Documents, Supplementary Planning Documents, a Statement of Community Involvement and Annual Monitoring Report.
Local Development Documents	A collective term referred to in the Planning and Compulsory Purchase Act 2004, for Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.
Local Development Scheme	Sets out the detail, time scales and arrangements for producing all local development documents.
Local Implementation Plans	A statutory transport plan produced by each London borough which sets out how they will implement the Mayor's Transport Strategy in their area.
London Riverside	An area extending across six square kilometres on the north bank of the Thames from Barking Creek to the eastern edge of Greater London. London Riverside has been designated as a priority area for regeneration by The Mayor of London and is at the heart of the Thames Gateway Growth Area.
Major Development	A major development is one of 10 dwellings or more or 1,000sqm and above
Managed Transfer	A term applied to the transfer of employment land to other uses. Boroughs identified for managed transfer have a greater supply of vacant industrial sites relative to demand and should generally take a more flexible approach to transfer.
Mixed use development	Development containing a variety of activities and uses on single sites or across wider areas such as town centres.
National Planning Guidance	Sets out the Governments national policies and principles on planning which local planning policy must be consistent with. These take the form of Planning Policy Guidance Notes and Planning Policy Statements.

Opportunity Areas	An area designated by the London Plan which has the potential to accommodate large scale development to provide substantial numbers of new employment and housing.
Precautionary Principle	This principle is based on a 'better safe than sorry attitude' in relation to the environment. It takes the view that where there are threats of serious or irreversible damage, and science has not yet determined whether a product or process is safe or unsafe, policy should restrict or prohibit its use until it is safe.
Proposals Map	A map that shows the boundaries of all policy areas as set out in Development Plan Documents.
Proximity Principle	Seeks to minimise the negative impacts of waste by dealing with waste as near as practical to its place of production.
Public Open Space	Public open space includes parks, playing fields, outdoor sports facilities and allotments with public access. Where they are over one hectare in size these are shown on the Proposals Map.
Public Realm	The space between and within buildings that are publicly accessible.
Renewable Energy	<p>Renewable energy technologies include:</p> <ul style="list-style-type: none"> • Solar heating, using solar energy to heat water. • Solar power, using light energy such as daylight to generate electricity. • Wind, using wind energy to generate electricity. • Biomass heating, stoves or boilers running on wood or other biomass • Biomass Combined Heat and Power plant, simultaneously generating electricity and heat, using biomass as fuel. • Ground sourced heat pumps, transferring and 'concentrating' heat from the ground to provide space and hot water heating. • Ground sourced, or borehole, cooling, using the ground or groundwater for cooling of offices and other non-domestic buildings. <p>Though not strictly a renewable form of energy the capture of any form of energy from a process that would normally result in that energy being wasted will be deemed as a suitable technology.</p>
Regional Spatial Strategies	Sets out a region's policies in relation to the use and development of land which policies in the Local

	Development Framework should be in general conformity with. The London Plan is London's Regional Spatial Strategy.
Road Hierarchy	Categorises roads depending on the function they perform.
Saved Policies	Unitary Development Plan policies that have been saved for a period of three years from September 2004. During the three year period, the saved policies will progressively be replaced by policies in local development documents.
Section 106 Agreements	Legally binding agreements between a local planning authority and land developers to secure planning objectives for the area and for the community. Agreements can be used for a variety of uses such as the requirement for the developer to provide affordable housing or undertake environmental improvements to a town centre.
Secure by design	Designs and layouts which take into account public health, crime prevention and community safety to produce attractive and well managed environments that help discourage crime and vandalism.
Sequential Approach	The sequential approach applies to main town centre uses as defined in national guidance. In order to ensure these uses are provided in accessible locations, it requires that they should, if possible, be accommodated in the centre, failing that on the edge of the centre and, only in exceptional circumstances, out of centre.
Sites of Special Scientific Interest (SSSI)	An area defined as being of particular conservation interest because of the wildlife it supports or the geographical features that are found there. A SSSI is classified under the Wildlife and Countryside Act (1981) as amended.
Site Specific Allocations.	A document which sets out sites for specific uses and development such as housing, jobs and community facilities which are necessary to deliver the Core Strategy of the LDF.
Social exclusion / inclusion	Social exclusion refers to people or areas that suffer from a combination of related problems including unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown. Social inclusion is about removing the barriers and factors which lead to exclusion so people can participate and access a full range of opportunities.
Social infrastructure	Includes health, education, childcare, facilities for older people and disabled people, as well as libraries,

	community halls, meeting rooms and places of worships.
Spatial Planning	This considers not only the physical aspects of location and land use but also takes into account economic, social and environmental matters. These factors may include access, movement, health, education, employment and crime prevention and demands that the plans of other organisations responsible for these areas are considered.
Stakeholders	Any person, group, or organisation affected by or having an interest in the development of planning policy.
Strategic Employment Locations	The best located and highest quality employment land across London.
Strategic Environmental Assessment (SEA)	A method to assess and predict the effects that a proposal, plan or programme is likely to have on the environment. SEA is a requirement of European Union Directive 2001/42/EC and has since been incorporated into English law by virtue of the Strategic Environmental Assessment Regulations 2004.
Statement of Community Involvement	A document that sets out how a local planning authority intend to involve communities and stakeholders in the process of preparing local development documents and development control decisions.
Submission	This is the stage in preparing development plan documents when they are submitted to the Secretary of State for Independent Examination.
Supplementary Planning Documents (SPD's)	A document which further expands on information contained in policies in Development Plan Documents. The document may explain through text, illustrations and practical examples, how policies can be taken forward.
Sustainability Appraisal	A tool for assessing policies to ensure that they reflect sustainable development objectives, including environmental, social and economic factors. The Planning and Compulsory Purchase Act 2004, requires local planning authorities to undertake a sustainability appraisal of all local development documents.
Sustainable Development	Development that aims to ensure a better quality of life for everyone, now and in the future through the protection of the environment, social progress, the prudent use of natural resources and the maintenance of economic growth.

Thames Chase	One of England's 12 Community Forests established in 1990/91. It aims to transform the landscape and nature conservation value of much of Havering's green belt within easy reach of residents; through woodland creation, conserving and enhancing other habitat types and improving access.
Thames Gateway	An area identified by National Government for growth on either side of the River Thames extending from east London through to North Kent and South Essex.
Town Centre Hierarchy	Categorises town centres depending on their function and the area they serve. Town centres may be defined as International, Metropolitan, Major, District and Local.
Urban Renaissance	The (re)creation of a practical, attractive, safe and efficient urban area which offers a vibrant and desirable quality of life.
Use Classes Order	The Use Classes Order is a town planning tool which categorises everything from shops, services, industrial uses, hotels, dwellings, institutions and leisure uses into several classes. The Use Class Order effectively controls what buildings can be used as and what the use of buildings can be changed to.
Waste hierarchy	The waste hierarchy acts as a guide when determining the most sustainable waste management options from the ideal of prevention and reduction to the last resort of disposal.

Annexes

Annex 1

Relationship of Core Strategy and Development Control Policies DPD to the Havering Unitary Development Plan

The Government Office of London has extended the saved period for the following UDP policies. This table shows how these policies will be replaced by the Local Development Documents identified in Havering's 2007 Local Development Scheme.

RAAP = Romford Town Centre Area Action Plan Development Plan Document
 JWP = Joint Waste Plan Development Plan Document
 MDPD = Specific Sites and Preferred Areas for Minerals Extraction Development Plan Document
 GTDPD = Gypsy/Traveller Sites Development Plan Document

Part 1 Policy	Subject	Name of Policy
STR1	Overall approach to future development of Havering	Expired
STR2	Protecting and improving the environment	Expired
STR3	Maintaining the character of established residential areas	Expired
STR4	Environmental improvements	Expired
STR5	Land, air and water quality	Expired
STR6	Special needs and disabilities	Expired
STR7	Conservation Areas, Listed Buildings, trees and woodland	Expired
STR8	Nature conservation	Expired
STR9	Thames Area of Special Character	Expired
STR10	Protection of Green Belt	Expired
STR11	Recreation in Green Belt	Expired
STR12	Agricultural land	Expired
STR13	Agricultural activities	Expired
STR14	Ingrebourne Valley and Dagenham Corridor	Expired
STR15	Development of Rainham Marsh	Expired
STR16	Romford and District Centres	Expired
STR17	Employment Areas	Expired
STR18	Hotels	Expired
STR19	Romford shopping centre	Core Policy CP4 - Town Centres Romford Town Centre Area Action Plan
STR20	Existing shopping centres	Core Policy CP4 - Town Centres
STR21	Town Centre retailing	Expired
STR22	Regional shopping centres and	Expired

	food	
STR23	Supply of housing	Expired
STR24	Housing opportunities	Expired
STR25	Trunk network	Expired
STR26	Road hierarchy	Expired
STR27	Public transport network	Expired
STR28	Pedestrians and cyclists	Expired
STR29	Traffic management measures	Expired
STR30	Off street parking	Expired
STR31	Freight use of Thames	Expired
STR32	Leisure and entertainment in Romford and District Centres	Expired
		Expired
STR33	Parks, playing fields and open spaces	Expired
STR34	Outdoor recreation in the Green Belt	Expired
STR35	Access to Countryside	Expired
STR36	Supply and demand of aggregates	Expired
STR37	Mineral extraction	Expired
STR38	Mineral extraction sites	Expired
STR39	Restoration of mineral and waste sites	Expired
STR40	Waste disposal facilities	Expired
STR41	Rainham landfill	Expired
STR42	Waste management proposals	Expired
STR43	Land and building requirements for education	Expired
STR44	Improvement and development of Romford Town Centre	Applies until Romford Area Action Plan is adopted
STR45	Development opportunities in Romford Town Centre	Applies until Romford Area Action Plan is adopted

Part 2 Policy	Subject	Name of Policy
ENV1	Environmental Criteria for New Developments	Expired
ENV2	Environmental Improvement Schemes	Expired
ENV3	Conservation Areas	DC68 - Conservation Areas
		DC69 - Other Areas of Special Townscape or Landscape Character
ENV4	Listed Buildings	Expired
ENV5	Trees and Woodland	DC60 - Trees and Woodland
ENV6	High Buildings	DC66 - Tall Buildings and Structures
		Romford Area Action Plan
ENV7	Nature Conservation	DC58 - Biodiversity and Geodiversity
		DC59 - Biodiversity in new developments
ENV8	Contaminated Sites	Expired
ENV9	Damaged Land	Expired
ENV10	Bad Neighbour" Uses	Expired
ENV11	Street Furniture	Expired

ENV12	Telecommunications	Expired
ENV13	Vacant Land	Expired
ENV14	Archaeology	DC70 - Archaeology and Ancient Monuments
ENV15	Ancient Monuments	DC70- Archaeology and Ancient Monuments
ENV16	Development Abutting the Green Belt	Expired
ENV17	Advertisement Consent	DC65 - Advertisements
ENV18	Illuminated Advertisements	DC65 - Advertisements
ENV19	Advertisement Hoardings	DC65 - Advertisements
ENV20	Public Art	DC25 - Public Art
ENV21	Emerson Park Area	Expired
ENV22	Hall Lane, Upminster Area	Expired
ENV23	Gidea Park Conservation Area	DC68 - Conservation Areas
ENV24	Thames Policy Area and Rainham Marsh	Expired
ENV25	River Thames Area of Special Character	Expired
ENV26	Havering Ridge Area of Special Character	DC69 - Other Areas of Special Townscape or Landscape Character
ENV27	Common Land	DC71 - Other Historic Landscapes
ENV28	Thames Chase Community Forest	DC20 - Access to Recreation and Leisure
GRB1	Green Belt Boundary	Core Policy CP14 - Green Belt
GRB2	New Development	Expired
GRB3	Institutional Uses	Expired
GRB4	M25 (No Justification for Development)	Expired
GRB5	Infilling/"Rounding Off"	Expired
GRB6	Unused/Underused Land	Expired
GRB7	Agricultural Land	Expired
GRB8	Wildlife Habitats, Landscape Quality and Historic Character	Expired
GRB9	New Agricultural Buildings	Expired
GRB10	Redundant Agricultural Buildings	Expired
GRB11	Retail Use on Agricultural Units	Expired
GRB12	Garden Centres	Expired
GRB13	New Residential Units	Expired
GRB14	Rebuilding or Extensions to Residential Property	DC45 - Appropriate Development in the Green Belt
GRB15	Residential Gardens/Curtilages	Expired
GRB16	Existing Authorised Commercial and Industrial Sites	DC45 - Appropriate Development in the Green Belt
GRB17	Cumulative Effect of Development	Expired
GRB18	Maintenance and Improvement Works	Expired
GRB19	Ingrebourne Valley	Expired
GRB20	Land South of Scott & Albyns Farm	Expired
GRB21	St George's Hospital	DC45 - Appropriate Development in the Green Belt

GRB22	Dagenham Corridor	Expired
GRB23	Land South of Dagenham Road	Expired
GRB24	Willoughby Drive	Expired
GRB25	Crow Lane	Expired
EMP1	Rainham Employment Area	DC9 - Strategic Industrial Locations
EMP2	Rainham Marsh	Expired
EMP3	Thames Policy Area	Expired
EMP4	Coldharbour Lane Commercial Area	
EMP5	Main Employment Areas	DC9 - Strategic Industrial Locations
EMP6	Secondary Employment Areas	DC10 - Secondary Employment Areas (EMP6 applies for Bridge Close until Romford Area Action is adopted)
EMP7	New Road Employment Area	SSA12 – Rainham West
EMP8	Small Businesses	Expired
EMP9	Other Industrial/Commercial Premises	Expired
EMP10	Special Industries/Hazardous Installations	Expired
EMP11	District Centres	DC12 - Offices
EMP12	Hotels	Expired
EMP13	Hotel at Eastern Road, Romford	Expired
EMP14	Victoria Road Commercial Area	EMP14 applies for that part of Victoria Road Commercial Area within the Romford Ring Road until Romford Area Action Plan is adopted.
SHP1	Expansion/Improvement of Retail Facilities	Core Policy CP4 - Town Centres
SHP2	Non-Retail Uses in Hornchurch and Upminster District Centres	DC16 - Core and fringe frontages in district and local centres
SHP3	Non-Retail Uses in Collier Row, Elm Park, Harold Hill and Rainham District Centres	DC16 - Core and fringe frontages in district and local centres
SHP4	Non-Retail Uses in Major Local Centres	DC16 - Core and fringe frontages in district and local centres
SHP5	Non-Retail Uses in Minor Local Centres	DC16 - Core and fringe frontages in district and local centres
SHP6	Improvements to Rainham District Centre	Expired
SHP7	Bryant Avenue Commercial Area	Expired
SHP8	Food Superstores	Expired
SHP9	Retail Warehouses	Expired
HSG1	Housing Priority	Core Policy CP1 - Housing Supply
HSG2	Sites for Residential Development	Expired
HSG3	Retention of Housing	DC1 - Loss of Housing
HSG4	Housing in Large Commercial Schemes	Core Policy CP1 - Housing Supply
HSG5	Range and Availability of Housing	Expired

HSG6	Specialised Housing Needs	Expired
HSG7	Sub-division of Houses	DC4 - Conversions to residential and subdivision of residential
HSG8	Conversion or Redevelopment for Communal Use	DC4 - Conversions to residential and subdivision of residential
HSG9	Site for Travellers' Caravans	Expired
TRN1	Road Hierarchy	Expired
TRN2	Effect of Development on Public Transport and Roads	Expired
TRN3	Public Transport for New Developments	Expired
TRN4	Trunk Roads	Expired
TRN5	A13 – Re-routing	Expired
TRN6	Secondary and Local Distributor Roads	Expired
TRN7	Highway Improvements/Traffic Management	Expired
TRN8	Service Roads in Shopping Centres	Expired
TRN9	Rear Access Road 42-60 Station Lane, Hornchurch	Expired
TRN10	Environmental Areas	Expired
TRN11	Public Transport	Expired
TRN12	Bus Facilities	Expired
TRN13	Interchange Facilities	Expired
TRN14	Upminster to Romford Railway	Expired
TRN15	Cycle Facilities	Expired
TRN16	Pedestrian Facilities	Expired
TRN17	Facilities for Transport Handicapped Groups	Expired
TRN18	Car Parking	Expired
TRN19	Car Parking in Shopping Centres	Expired
TRN20	Appleton Way, Hornchurch, Car Park Extension	Expired
TRN21	"Park and Ride" Facilities for Romford Town Centre	Expired
TRN22	On Street/Off Street Parking	Expired
TRN23	Parking at Railway Stations	Expired
TRN24	Lorry Parking	Expired
TRN25	Heavy Commercial Vehicles	Expired
TRN26	Waterborne Traffic on the Thames	Expired
TRN27	Ferry Lane, Rainham	Expired
TRN28	Bridge Road/Ferry Lane Link Road	Expired
LAR1	Existing Leisure & Recreation Facilities	DC18 - Protection of public open space recreation, sports and leisure facilities
		Expired
		Expired
		Expired
LAR2	Existing Arts, Cultural & Entertainment Facilities	DC17 - Protecting existing arts and entertainment facilities
LAR3	Dual Use of School Facilities	Expired
LAR4	Langtons and Queen's Theatre	Expired

LAR5	Existing Parks, Playing Fields and Open Spaces	DC18 - Protection of public open space, recreation, sports and leisure facilities
		DC20 - Access to recreation and leisure
LAR6	Distribution of Public Open Space	DC20 - Access to recreation and leisure
		DC21- Major developments and developer contributions
LAR7	Allotments	DC20 - Access to recreation and leisure
LAR8	Extension of Hornchurch Country Park	Expired
LAR9	Green Chains	DC22 - Countryside Recreation
LAR10	Informal Recreation in the Countryside	Expired
LAR11	Public Access in the Countryside	Expired
LAR12	Potential Footpath Improvement Areas	Expired
LAR13	Potential Bridleway Improvement Areas	Expired
LAR14	Open Air Recreation Facilities in the Green Belt	Expired
LAR15	Water Recreation and Sports	Expired
LAR16	Equestrian Facilities and Horse-keeping	Expired
LAR17	Gerpins Lane	Expired
MWD1	Environmental and Public Safety Criteria	DC42 - Minerals extraction
MWD2	Other Considerations for Mineral Workings Applications	Expired
MWD3	Other Considerations for Landfill Applications	Applies until Development Control Policies DPD adopted
MWD4	Mineral Extraction from Agricultural Land	Expired
MWD5	Deposit of Waste on Agricultural Land	Expired
MWD6	Traffic Implications	Expired
MWD7	Over-concentration of Mineral Workings	Expired
MWD8	Safeguarding of Mineral Deposits	CP13 - Minerals extraction
MWD9	Planned After-use and Aftercare	DC42 - Minerals extraction
MWD10	Ancillary Buildings, Plant etc	Expired
MWD11	Ready Mixed and Processing Plant	DC41 - Re-use and recycling of aggregates
		DC43 - Ready mixed and processing plant
MWD12	Import of Aggregate by Rail or River	DC44 - Transport of aggregate by rail or river
MWD13	Waste Recovery and Recycling	Expired
MWD14	Waste Disposal in Thames Policy Area	Expired
MWD15	Mineral Extraction Sites	Expired
MWD16	Waste Disposal Sites	Expired
PSU1	Land and Buildings for Public	Expired

	Services and Utilities	
PSU2	Educational Land and Buildings	Expired
PSU3	Post-16 College at Dury Falls	Expired
PSU4	Stubbers Outdoor Pursuits Centre	Expired
PSU5	Health and Social Services Residential Projects	DC5 - Specialist Accommodation
PSU6	Occupational Centre for Physically Handicapped	Expired
PSU7	Short Term Accommodation for Handicapped Children & Adolescents	Expired
PSU8	Area Social Services Office at Upper Bedfords Park School	Expired
PSU9	20-26 Park End Road, Romford	Expired
PSU10	Expansion of Harold Wood Hospital	Expired
ROM1	Additional Retail Floorspace	Applies until Romford Area Action Plan adopted
ROM2	Retail Development Sites	Expired
ROM3	Non-Retail Uses in Romford Town Centre	Applies until Romford Area Action Plan adopted
ROM4	Refurbishment of the Liberty Shopping Centre	Expired
ROM5	Pedestrianisation South Street/High Street	Expired
ROM6	Repaving/Planting/Landscaping in South Street/Western Road	Expired
ROM7	Repaving/Planting/Landscaping in the Market Place	Expired
ROM8	Office Development	Applies until Romford Area Action Plan adopted
ROM9	Eastern/Western Road Office Area	Applies until Romford Area Action Plan adopted
ROM10	Leisure Uses	Applies until Romford Area Action Plan adopted
ROM11	Sites for Town Centre Development	Expired
ROM12	Retention of Housing	Applies until Romford Area Action Plan adopted
ROM13	Restraint of Peak Hour Traffic Flows	Expired
ROM14	Increase of Public Off-street Parking	Expired
ROM15	Car Park Between Eastern and Western Road	Expired
ROM16	Improved Public Transport Facilities	Expired
ROM17	Licensed Taxi Facilities	Expired
ROM18	Cycle Facilities	Expired

Annex 2

Selected list of strategies and programmes at the national, regional and local level which have been taken into account in preparing the Core Strategy

Government Strategies

1. The Government has a variety of national strategies which set out Government policy in key areas. Some of these strategies are relevant to the Core Strategy. They are too numerous to mention but key examples include:
 - Sustainable Communities Plan
 - Homes for All
 - Sustainable Development Strategy-Securing the Future
 - Waste Strategy
 - Air Quality Strategy
 - Strategy for Sport
 - Supporting People Strategy
 - Energy Strategy
2. These are either addressed directly in the Core Strategy or are translated into the local strategies listed below.

Thames Gateway Strategies

3. The Sustainable Communities Plan identifies the Thames Gateway as one of four national growth areas. The London Riverside Regeneration Area is at the heart of the Thames Gateway growth area. Whilst a number of strategies exist for the Thames Gateway growth area the four most important and the ones to which the Core Strategy has had most regard are:
 - Growth and regeneration in the Thames Gateway – Inter-regional planning statement 2004
 - The London Thames Gateway Development and Investment Framework 2004
 - London Riverside Urban Strategy 2003
 - Draft London Thames Gateway Development Corporation Regeneration Strategy 2006

Regional and local strategies and evidence base

4. These are just some of the local strategies and evidence base documents that the Core Strategy has had regard to:

- Capital Homes: London Housing Strategy 2005-16,
- Barker Review of Housing Supply
- Havering Fit for Purpose Housing Strategy 2004-2007
- GLA Housing capacity study 2006/7-2016/17
- Havering Housing Needs Survey Update 2006
- East London Affordable Housing Investment Framework 2004/05.
- Havering Five Year Supporting People Strategy, 2005-2010
- Havering Employment Land Study 2006
- Draft East London Industrial Land Survey 2006
- London Office Policy Review, 2004
- Industrial and Warehousing Demand in London 2004
- Hotel Demand Study 2006
- London Economic Development Strategy 2005
- Romford Urban Strategy 2006
- Hornchurch Urban Strategy 2006
- Havering Retail and Leisure study 2006
- Upminster, Collier Row and Elm Park, Town Centre Framework, Groundwork 2003
- Havering Draft Open Space Strategy 2006
- Havering Open Space and Sports Assessment 2005
- Thames Chase Plan 2000
- Havering Crime and Disorder Strategy-2005-2008
- Greening the Gateway 2005
- Creativity London's Core Business 2002
- Spending Time: London's Leisure Economy 2003
- NHS Local Improvement Finance Trust Programme
- Health Inequalities in Havering 2003
- Havering School Organisation Plan 2003-2008
- London Transport Strategy 2001
- Havering's Local Implementation Plan 2006
- London Riverside Integrated Transport Strategy 2003
- Havering Cycling Strategy 2006
- Havering Walking Strategy 2006
- East London Joint Waste Plan, Building the Evidence Base, Identifying Issues and Options, Final Report, 2006
- National and regional guidelines for Aggregates Provision 2001-2016
- Quarry Products Association Assessment of Remaining Unsterilised Sand and Gravel Resources in Greater London 2004
- London Aggregates Monitoring Report 2000-2004
- The Mayor's Biodiversity Strategy 2002
- Havering's Phase 1 Biodiversity Action Plan 2003
- The Mayor's Air Quality Strategy 2002
- Sounder City: the Mayor's Ambient Noise Strategy 2004
- Thames Gateway Strategic Flood Risk Assessment 2006
- Environment Agency Water resources strategy 2001-2026

- London Emissions Inventory 2003
- Green light to clean power: the Mayor's Energy Strategy March 2004
- Urban Task Force Report 1999
- By Design, Urban Design in the Planning System Towards Better Practice 2000
- Better Places to Live 2001
- Safer Places the Planning System and Crime Prevention 2004
- Havering Community Safety Strategy 2002-2005
- Romford Heritage Strategy 2000
- Hornchurch Heritage Strategy 2000
- Conservation Areas in Havering 1990
- English Heritage National register of parks and gardens 2003
- DCMS List of Buildings of Special Architectural or Historic Interest

Annex 3

Housing Trajectory

Havering Housing Trajectory 1993/04-2019/20

Introduction

- 1.1 The main purpose of a housing trajectory is to support the forward planning process by providing a progress report comparing past progress on housing supply to future rates of supply as anticipated by the Council against strategic housing targets.
- 1.2 Havering's current UDP was adopted in March 1993 and this Core Strategy is focused on planning the future of Havering up to 2020. Therefore in line with Regulation 48 of The Town and Country Planning (Local Development) (England) Regulations 2004, this housing trajectory covers the period 1993/94 to 2019/20.

Housing provision targets

- 1.3 The regional planning body for London is responsible for, in partnership with the London Local Planning Authorities, preparing a housing capacity study. This study forms the basis of the housing targets set by the regional planning body. Housing Capacity Studies were published in 1994, 2000 and 2005 and formed the basis for the housing provision targets set out in RPG3 'Strategic Planning Guidance for London Planning Authorities' 1996, the London Plan 2004, and Early Alterations to the London Plan 2006.

Housing provision targets 1993-2020

Regional Planning Body	Source	Period	Overall target	Annual target
London Planning Advisory Committee	RPG3 - 1996	1992-2006	5550 dwellings	370/annum
Greater London Authority	London Plan 2004	1997-2016	6400 dwellings	350/annum
Greater London Authority	Early alterations to the London Plan 2006	2007-2016	5350 dwellings	535/annum

- 1.4 Therefore from 1993/4-1996/7 the strategic housing target was 370/annum, and from 1997/8-2006/7 350/annum. From 2007/8-2016 it will be 535/annum. There is no target for 2017 onwards. A figure of 535/annum has been used for this period.
- 1.5 This housing trajectory will compare **actual** and **forecast** completions against these targets to determine previous and future performance against the respective targets.

Actual completions

- 1.6 Actual completions, are the number of net new houses built in the respective financial year. The Council maintains a accurate record of these with regard to Council and NHBC Building Certificates from 1993-2006. This shows on average 347 net new dwellings per annum where built in this period. On average 10 units per year less than the targets which applied in this period, resulting in an overall shortfall over 13 years of 137 units.

Forecast completions

- 1.7 To forecast completions over the remaining period the Council has had regard to the data provided for the London Housing Capacity Study 2004. This calculated housing capacity as follows:

Known housing capacity from sites over 0.5h with planning permission	
+	
Estimated housing yield from sites over 0.5 hectares without planning permission	
+	
Housing from other agreed sources (<i>additional capacity</i>)	
+	
Projected housing yields from all sites below 0.5 hectares	
+	
Non self-contained household spaces	
+	
Long term vacants returning to permanent use	
=	
Total housing capacity	

Large sites over 0.5 hectares

- 1.8 The 2004 Housing Capacity Study sets out the methodology for calculating capacity of large sites over 0.5 hectares:
- All large sites with potential for housing are individually identified, with no large site windfall allowance.
 - Default value potential housing yields on large sites are based on generalised assumptions selected automatically by a computerised system according to characteristics of sites and their locations.

- Alternative potential housing yields on large sites are estimated by varying input assumptions including default values.
 - Large sites are allocated different degrees of probability of being developed for housing rather than being either included in or excluded from the estimated housing capacity.
 - Different total housing capacity outputs are generated according to variations in input assumptions and infrastructure scenarios.
- 1.9 The study calculated 3429 units would be completed on large sites between 2007/08 and 2016/17. 2963 (86%) of these between 2007/08 and 2011/12. However the GLA reduced this to 3200 to ensure only the mid point of the London Plan Density Matrix was used in calculating the capacity of qualifying sites. The Council agreed that an additional 500 units may come forward in Romford Town Centre. These are units on small sites (below 0.5 hectares) which represent capacity over and over the small site allowance. Therefore the capacity was increased to 3700 units. However this was reduced to 3500 units as it was considered the 3700 made an unrealistic assumption about the amount of employment land which could be released.
- 1.10 The methodology employed for the Housing Capacity Study (HCS) means that there is no windfall element to the overall capacity figure. However neither does the study include a definitive list of housing sites which the Council can be 100% certain will come forward during the life of the Core Strategy. This is because the study assesses the probability of capacity being delivered across all qualifying sites. Therefore whilst the capacity is meaningful when aggregated, it is not possible to say with any certainty that capacity on all individual sites will come forward. At the same time the Council is able to identify those **existing sites with planning permission** which it is certain will come forward between 2007/08 and 2011/12, and those **sites without planning permission** it expects to come forward between 2007/08 and 2019/20. These two sources of supply are detailed in paragraphs 1.13 and 1.14.
- Existing sites with planning permission forecast to be completed 2007/08 and 2011/12 = **1592**
 - Sites without planning permission it expects to come forward between 2007/08 and 2019/20 = **5300**
- 1.11 The Council therefore anticipates that 6892 new homes will be built on large sites over 0.5 hectares between 2007/8 and 2019/20. This compares with the HCS which calculated 3500, albeit for the shorter period 2007/08-2016/17. This increase is due to an additional source of supply which was not included within the Housing Capacity Study.
- London Riverside (excluding Rainham Village) – 3500 units
- 1.12 Excluding this area gives a total of 3392 units, which compares to the 3500 forecast by the HCS for the same period. The shortfall of 108 units will be met by those identified sites included in the HCS without permission which cannot be identified individually at the site level with any certainty at this point in time.

Large sites over 0.5 hectares with planning permission

- 1.13 The bulk of capacity on large sites with planning permission is forecast to come forward between 2007-2012. The following are the principle sites (over 50 units) with planning permission which have not yet been delivered but are expected to be built out between 2007-2012.

- (P0849.00) North side of Market Place = 91
- (P1635.04) Oldchurch Hospital = 703
- (P0704.01) Harold Wood Hospital = 480
- (P1478.03) Gobions School = 162
- (P1478.03) Ahearns-Crow Lane = 96
- (P2106.05) 10-14 Western Road = 60

Total **1592**

Large sites over 0.5 hectares without planning permission

- 1.14 There are a number of planning applications expected on large sites with significant housing capacity within this period. These include:

London Riverside = 4000

- Rainham West
- Beam Park
- Rainham Central
- Rainham Land Between Railway and Broadway

A significant proportion of this capacity is predicated on the provision of East London Transit and/or Beam Reach Station. It is therefore not forecast to be delivered until 2013/14 onwards.

Romford Town Centre = 700

- Bridge Close
- Como Street Car Park
- 25- 55 North Street
- Angel Way (Secrets)
- Angel Way (Decathlon)

These are either sites currently the subject of planning applications, or sites included in the Romford Area Action Plan Preferred Options Report.

Others = 600

- Roneo Corner
- Romford Ice Rink
- Lambs Lane
- Spring Gardens

- North Street (remaining)
- The Whitworth Centre

Lambs Lane, Spring Gardens and North Street are Secondary Employment Areas that the Core Strategy proposes to de-designate.

Roneo Corner and Romford Ice Rink are both Council owned sites. The Whitworth Centre is also Council owned and depends on a Green Belt boundary alteration proposed within Core Strategy.

Total **5300**

Small sites

- 1.15 The small sites component (sites under 0.5 Ha) is based on net housing completions including new-build developments and gains from conversions for the last five years of reliable data (1998-2002) which is assumed to continue at a constant rate over the capacity study period. This rate for Havering was calculated at 124 units per year. This was then subject to a level of uplift based on policy changes since the end of 2002. In Havering's case the main factors were new guidance on density and residential car parking and a more permissive approach to housing within town centres (excluding Romford Town Centre for which a separate addition was made). These factors all contributed to deriving a level of potential increase in small site capacity of 33%, giving a revised total of 165. This was then reduced to 160 to take account of a reduced amount of employment land being reduced. From 2016/17 onwards a 10% reduction applies, reducing the annual small site allowance to 146.

Vacancies

- 1.16 An allowance of 250 units from 2007/08 – 2016/17 has been made for vacancies (25 per annum), it has been assumed that this will continue to 2019/20.

Table 1 shows on a year by year basis the housing targets which apply for the period 1993/04-2019/20. It then compares this to actual completions (1993/04-2005/06) and anticipated completions (2006/07-2019/20). It separately identifies those sources of capacity not included within the Housing Capacity Study, (London Riverside excluding Rainham Village). The shaded area shows the supply which was identified through the Housing Capacity Study and comprises the 5350 supply target from 2007/08-2016/17. Chart 1 graphically represents this data and shows the trend (log) lines for the housing target and completions. Chart 2 shows the cumulative impact of the actual and forecast completions when compared to the housing provision target.

Conclusion

- 1.17 This housing trajectory demonstrates that from 1993/4-2005/06, Havering was within 3% of meeting the housing targets that applied in this period. Significantly completions data for 2004/05 and 2005/06 shows that supply is increasing in line with the increased housing target which will apply from 2007/08 - 2016/17. 711 units were completed in 2005/06. From 2006/7-2011/12 it shows that the target will have been surpassed by a net surplus of 1040 dwellings. By 2017 this increases to 1925 and by 2020, 2708 net new homes. If the additional sources of supply not included in the London Housing Capacity Study 2004 are excluded, the 535 new homes per year figure will be surpassed due to the size of the pipeline of unimplemented permission and sites the Council is aware of and planning for, which are expected to come forward between 2007/8-2016/17.

Table 1 - Housing provision target and actual and forecast completions 1993/94 – 2019/20

Year	Housing provision target	ACTUAL/FORECAST COMPLETIONS					Annual difference between target and completions	Cumulative Difference between target and completions
		Large	Small	Vacant	London Riverside (excluding Rainham Village)	Total		
1993/94	370					505	135	135
1994/95	370					382	12	147
1995/96	370					227	-143	4
1996/97	370					298	-72	-68
1997/98	350					136	-214	-282
1998/99	350					242	-108	-390
1999/00	350					256	-94	-484
2000/01	350					310	-40	-524
2001/02	350					314	-36	-560
2002/03	350					264	-86	-646
2003/04	350					393	43	-603
2004/05	350					468	118	-485
2005/06	350					711	361	-124
2006/07	350	307	92			399	49	-75
2007/08	535	573	160	25		758	223	148
2008/09	535	573	160	25		758	223	371
2009/10	535	573	160	25		758	223	594
2010/11	535	573	160	25		758	223	817
2011/12	535	573	160	25		758	223	1040
2012/13	535	127	160	25		312	-223	817
2013/14	535	127	160	25	500	812	277	1094
2014/15	535	127	160	25	500	812	277	1371
2015/16	535	127	160	25	500	812	277	1648
2016/17	535	127	160	25	500	812	277	1925
2017/18	535	127	144	25	500	796	261	2186
2018/19	535	127	144	25	500	796	261	2447
2019/20	535	127	144	25	500	3 796	261	2708

Chart 1 - Housing Trajectory 1993/94 – 2019/20

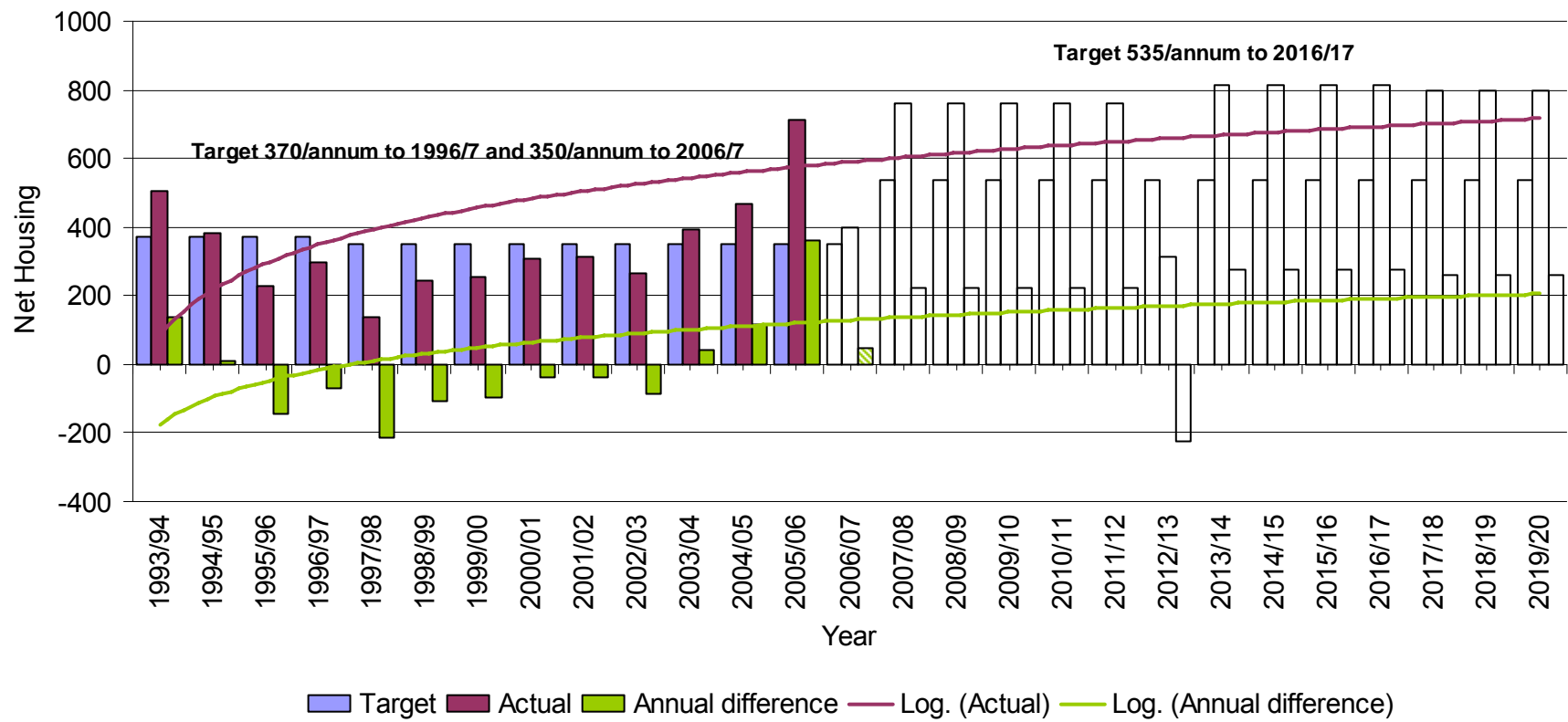
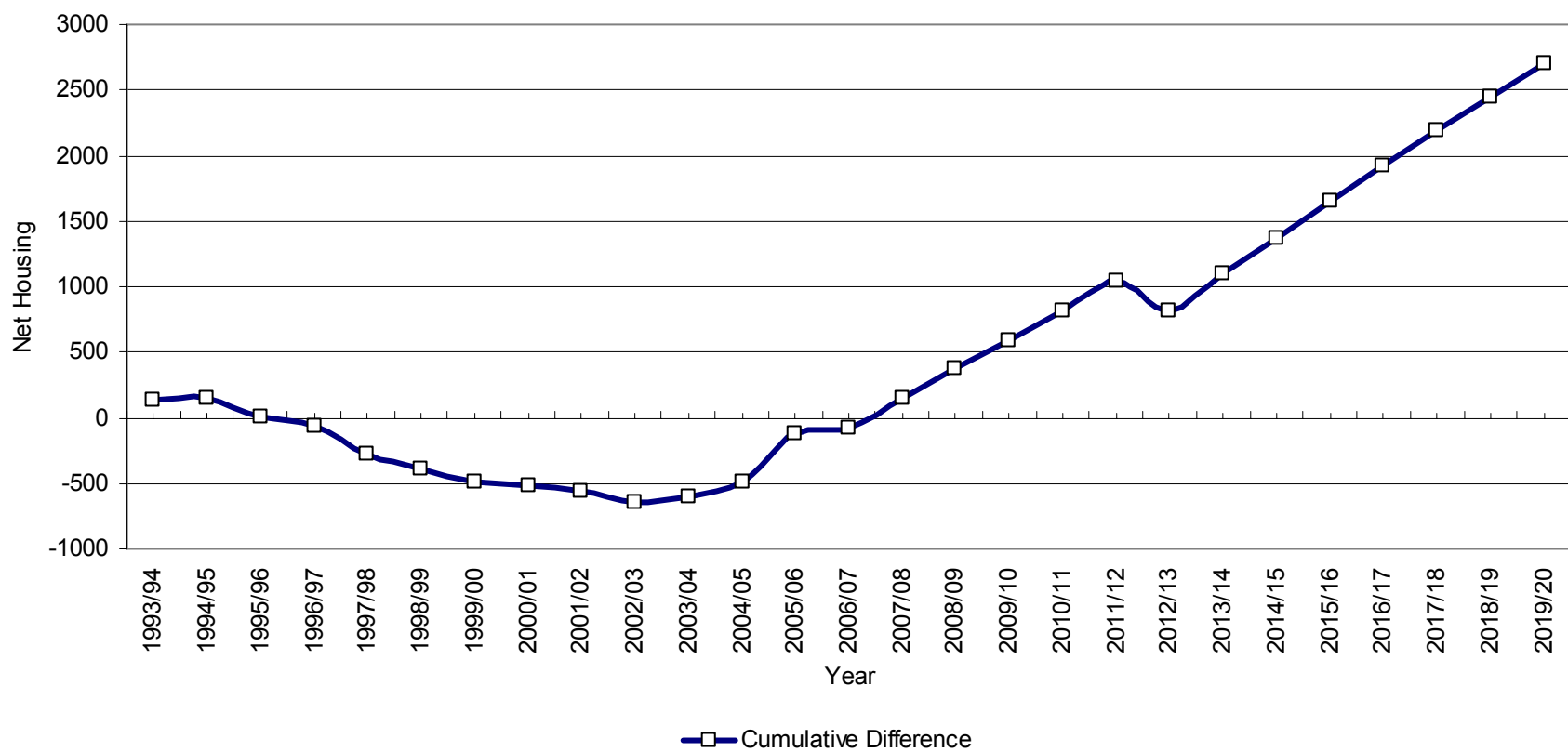


Chart 2 - Cumulative difference between housing provision target and forecast and actual completions 1993/94 – 2019/20



Annex 4

Properties included within District, Major Local and Minor Local Centres.

CENTRE	PROPERTIES/LAND INCLUDED
MAJOR DISTRICT CENTRES	
HORNCHURCH	
Retail Core comprising:	High Street, 70-162 (evens), 63-187 (odds); North Street, 4-14 (evens), 1-23 (odds); Station Lane 42-2 (evens).
Fringe Area comprising:	North Street, 16-22 (evens); Billet Lane, 1-31 (odds); High Street, 5-29, 35-61 and 189-199 (odds), 44-64 and 172-212 (evens); Station Lane, 36-62 (evens), 1-41 (odds).
Remaining land/properties within the District Centre boundary:	As shown on the Proposals Map.
UPMINSTER	
Retail Core comprising:	Station Road, 1-65 (odds), 2-70 (evens); St Mary's Lane, 119-133 and 141-149 (odds); Corbets Tey Road, 1-63 (odds) and 16 Bell Corner.
Fringe Area comprising:	St Mary's Lane, 151-209 (odds), 160-218 (evens); Corbets Tey Road, 28-52 (evens) and 69-127 (odds).
Remaining land/properties within the District Centre boundary:	As shown on the Proposals Map.

CENTRE	PROPERTIES/LAND INCLUDED
MINOR DISTRICT CENTRES	
COLLIER ROW	
Retail Core comprising:	Collier Row Road, 2-62 (evens), 1-43 (odds); Chase Cross Road, 2-14 (evens); Collier Row Lane 316-322 (evens); Clockhouse Lane, 1-23 (odds).
Fringe Area comprising:	Chase Cross Road, 1-11 (odds); Collier Row Lane, 303-313 (odds).
	Remaining land/properties within the District Centre boundary as shown on the Proposals Map.
ELM PARK	
Retail Core comprising:	Station Parade, 1-27 (all nos.); Tadworth Parade, 1-20 (all nos.); Broadway Parade, 7-42 (all nos.); Elm Parade, 1-26 (all nos.); Elm Park Avenue, 186-202 (evens).
Fringe Area comprising:	Broadway Parade, 1-6 (all nos.).
Remaining land/properties within the District Centre boundary:	As shown on the Proposals Map.
HAROLD HILL	
Retail Core comprising:	Farnham Road, 2-16 and 42-48 (evens), 1-19 and 65-73 (odds); Hilldene Avenue, 94-120 and 170-198 (evens); Chippenham Road, 65 and 83 (odds).
Fringe Area comprising:	Chippenham Road, 59-63 and 85-89 (odds); The Arcade 1-11 and 13-23 (odds), 2-12 and 14-24 (evens).
Remaining land/properties within the District Centre boundary:	As shown on the Proposals Map.

CENTRE	PROPERTIES/LAND INCLUDED
RAINHAM	
Retail Core comprising:	Upminster Road South, 9-53 (odds), 2-26 (evens).
Fringe Area comprising:	Broadway, 12-28 (evens); Upminster Road South, 1-7 (odds).
Remaining land/properties within the District Centre boundary:	As shown on the Proposals Map.

REF	LOCATION	PROPERTIES/LAND INCLUDED
MAJOR LOCAL CENTRES		
1	Petersfield Avenue, Harold Hill	Petersfield Avenue, 90-132 (evens).
2	Station Road, Harold Wood	Station Road, 1-29 (odds), 33-49 (odds) and King Harold PH.
3	Main Road, Gidea Park	Core Area comprises: Main Road, 168-210 (evens), 77-89 (odds); Balgores Lane, 1-9 (odds). Fringe Area comprises: Main Road, 212-248 (evens), 73-75 (odds), 91-101 (odds) and Unicorn Hotel PH.
4	Ardleigh Green Road, Squirrels Heath	Ardleigh Green Road, 187-207 (odds), 88-122 (evens) and land to rear of 122 and Spencers Arms PH; Squirrels Heath Lane, 177-179 (odds).
5	Balgores Lane, Gidea Park	Balgores Lane, 97-105 (odds), 81-85 (odds), 142- 168 (evens); Station Road, 2-8 (evens).
6	Avon Road, Cranham	Avon Road, 119-151 (odds).
7	Rush Green Road, Rush Green	Rush Green Road, 162-180 (evens), 197-205 (odds); Dagenham Road, 68-80 (evens), 82-96 (evens)
8	Front Lane, Cranham	Core Area comprises: Front Lane, 69-81 (odds), 85-103 (odds) and The Plough PH; Willow Parade, Front Lane 1-12 (all nos.); Broadway, Front Lane, 1, 2; Moor Lane, 2-12 (evens). Fringe Area comprises: Front Lane, 38-46 (evens).
9	Station Lane, Hornchurch	Station Lane, 171-213 (odds); Station Lane, 142-144 (evens); Suttons Lane, 1-25 (odds).

REF	LOCATION	PROPERTIES/LAND INCLUDED
10	Cherry Tree Corner, South Hornchurch	Rainham Road, 70-90 (evens), 109-115 (odds) and Cherry Tree PH; South End Road, 2-12 (evens); Cherry Tree Lane, 205-211 (odds).
11	Crown Parade, Upminster Road South, Rainham	Upminster Road South, 193, 215-223 (odds), 188-200 (evens); Crown Parade, 1-8 (all numbers)

MINOR LOCAL CENTRES

12	Whitchurch Road, Harold Hill	Whitchurch Road, 145-167 (odds).
13	Boxmoor Road, Collier Row	Boxmoor Road, 15-27 (odds) and 37.
14	Highfield Link, Collier Row	Highfield Link, 1-7 (odds).
15	Chase Cross Road, Collier Row	Chase Cross Road, 257-263 (odds).
16	Grange Road, Harold Hill	Grange Road, 1-7 (odds).
17	Harold Park	The Parade, Colchester Road, 1-8 (all nos.); Colchester Road, 15-21 (odds); Tudor Court, Harold Court Road, 1-5 (all nos.); Harold Court Road.
18	Chase Cross Road, Collier Row	Chase Cross Road, 87-93 (odds).
19	Gobions Avenue, Rise Park	Gobions Avenue, 25, 27, 33, 39, 43, 45, 47, 53, 55.
20	Briar Road, Harold Hill	Briar Road, 9-21 (odds).
21	Camborne Avenue, Harold Hill	Camborne Avenue, 1-15 (odds).
22	Collier Row Road, Collier Row	Collier Row Road, 164-178 (evens).
23	Collier Row Road, Collier Row	Collier Row Road, 98-120 (evens).
24	Moray Way, Rise Park	Moray Way, 2-16 (evens).
25	Tennyson Road, Harold Hill	Tennyson Road, 39-45 (odds).
26	Masefield Crescent, Harold Hill	Masefield Crescent, 61-67 (odds), 66-72 (evens).

27	Oak Road, Harold Hill	Oak Road, 1-17 (odds).
28	Fitzilian Avenue, Harold Wood	Fitzilian Avenue, 2-8 (evens), 5-7 (odds).
29	White Hart Lane, Collier Row	White Hart Lane, 37-59 (odds).
30	Collier Row Lane, Collier Row	Collier Row Lane, 134-142 (evens).
31	Collier Row Lane, Collier Row	Collier Row Lane, 162-174 (evens)
32	Pettits Lane North, Rise Park	Rise Park Parade, Pettits Lane North, 169-179 (odds), 211-223 (odds).
33	Upper Brentwood Road, Gidea Park	Upper Brentwood Road, 622-630 (evens).
34	Collier Row Lane, Collier Row	Collier Row Lane, 52-62 (evens), 37-55 (odds).
35	Belgrave Avenue, Harold Wood	Belgrave Road, 117-127 (odds).
36	Mawney Road North, Collier Row	Mawney Road, 170-178 (evens); Denbar Parade, 1-6 (all nos.); Marlborough Road, 6-8 (evens).
37	Mawney Road South, Romford	Mawney Road, 121-123 (odds), 126-128 (evens).
38	Hare Hall Lane, Gidea Park	Hare Hall Lane, 4-9 (all nos.)
39	Balgores Square, Gidea Park	Balgores Square, 1-4 (all nos.).
40	Station Road, Gidea Park	Station Road, 84-94 (evens).
41	Carlton Road, Romford	Carlton Road, 2-16 (evens).
42	Drill Corner, Squirrels Heath	Heath Park Road, 143-155 (odds), 160-168 (evens);

		Balgores Lane, 236-238 (evens); Brentwood Road, 364-392 (evens), 395-405 (odds); The Drill PH.
43	Essex Gardens, Emerson Park	Essex Gardens, 2-8 (evens).
44	London Road West, Romford	London Road, 257-277 (odds).
45	London Road East, Romford	London Road, 53-65 (odds), 30-60 (evens).
46	Brentwood Road, Romford	Brentwood Road, 284-290 (evens), 317-319 (odds).
47	Brentwood Road, Romford	Brentwood Road, 46-92 (evens); Albert Road, 89-93 (odds); Park Lane, 1-9 (odds).
48	Hillview Avenue, Heath Park	Hillview Avenue, 136-144 (evens).
49	Butts Green Road, Emerson Park	Butts Green Road, 43-79 (odds).
50	Lyndhurst Drive, Hornchurch	Lyndhurst Drive, 202-210 (evens).
51	Park Lane, Romford	Park Lane, 65-93 (odds), 134-140 (evens).
52	Butts Green Road, Emerson Park	Butts Green Road, 1-9, 23 (odds); Berther Road, 2 (evens).
53	North Street, Hornchurch	North Street, 88-112, 118-124, 128-142 (evens); Billet Lane, 153-163 (odds); The Chequers PH
54	Rush Green Road, Romford	Rush Green Road, 138-146 (evens).
55	Roneo Corner, Romford	Hornchurch Road, 307-323 (odds); Roneo Corner, 2-32 (evens);
56	Hornchurch Road, Hornchurch	Hornchurch Road, 134-194 (evens), 202-228 (evens), 121-137 (odds).
57	Wingletye Lane,	Wingletye Lane, 65a-81 (odds).

Emerson Park

58	Upminster Road Upminster	Upminster Road, 25-33 (odds).
59	Upminster Bridge, Upminster	Upminster Road, 97-107 (odds), 122-164A (evens). Entrance to Upminster Bridge (District Line) Station also included.
60	St Mary's Lane, Upminster	St Mary's Lane, 302-314 (evens).
61	Lichfield Terrace St Mary's Lane, Cranham	Lichfield Terrace, 41-46 (all nos.).
62	Abbs Cross Lane, Hornchurch	Abbs Cross Lane, 115-119 (odds).
63	Abbs Cross Lane, Hornchurch	Abbs Cross Lane, 224-228 (evens).
64	Bevan Way, Hornchurch	Hacton Parade, Bevan Way/Central Drive, 1-8 (all nos.).
65	Gaynes Park Road, Upminster	Gaynes Park Road, 49-57 (odds).
66	Northolt Way, South Hornchurch	Blenheim Court 1-7 (all nos.).
67	Mungo Park Road, South Hornchurch	Mungo Park Road, 105-131 (odds).
68	Elmer Gardens, South Hornchurch	Elmer Gardens, 2-8 (evens).
69	South End Road, South Hornchurch	South End Road, 166-174 (evens).
70	Ongar Way, South Hornchurch	Writtle Walk, Ongar Way, 1-5 (all nos.).
71	Rainham Road, South Hornchurch	Rainham Road, 145-149 (odds).
72	Cherry Tree Lane, South Hornchurch	Cherry Tree Lane, 179-185 (odds).

73	Roman Close, South Hornchurch	Roman Close, 145-153 (odds).
74	Southview Parade, New Road, Rainham	Southview Parade, 1-6 (all nos.).
75	Upminster Road South, Rainham	Upminster Road South, 107-119 (odds), 76-84 (evens).
76	Wennington Road, Rainham	Wennington Road, 113-139A (odds).
77	Wennington Road, Rainham	Wennington Road, 194-200 (evens) No. 205B

Annex 5

Car, Motor-cycle and Disabled Parking Standards.

CAR PARKING STANDARDS ARE MAXIMA

The figures in brackets refer to the notes provided at the end of this schedule.

Type of development (1)	Use class (2)	Parking requirement				Further information
		Romford Town Centre (3)	District Centres (4)	Local centres (5)	Rest of Borough (6)	
Food stores upto 500 m ² (7)	A1	1/75m ²	50-35 m ²	30 m ²		
Food supermarket upto 2500 rfa/c4000 m ² gfa (7)	A1	1/40-30 m ²	1/30 m ²	1/18 m ²		
Non-Food store upto 2500 rfa/c4000 m ² gfa (7)		1/75-50 m ²	1/50-35 m ²	1/30 m ²		
Food superstore over 2500 rfa/c4000 m ² gfa (7)	A1	1/38-25 m ²	1/25-18 m ²	1/15 m ²		
Non-food warehouse over 2500 rfa/c4000 m ² gfa (7)	A1	1/60-40 m ²	1/50-30 m ²	1/30 m ²		
Garden centre	A1	1/65-45 m ²	1/45-30 m ²	1/25 m ²		
Town	A1	1/75-50 m ²	1/50-35	1/30 m ²	This standard applies to all non-food stores	

centre/shopping mall (7)			m ²		below 2500 m ² .
Financial and professional services	A2	1/75-50 m ²	1/50-35 m ²	1/30 m ²	Headquarter style buildings of financial institutions will be treated as B1. No additional parking should be provided in Romford or where parking already exists other than for operational requirements.
Restaurants, cafes and drinking establishments. Hot Food Takeaways	A3-5	1/50 m ²	1/10 m ²		Within the Core and Fringe Retail areas of Romford Town Centre no additional parking provision should be made. Generally provided "on-street" parking is not considered likely to result in a serious road safety hazard or a significant increase in traffic congestion and the amenity of neighbouring residents is not significantly affected, a relaxation in standards may be considered. Takeaway food stores with no facilities for consumption on the premises will be considered as food shops and the appropriate standard should be used.
Offices Research and development Light industry	B1 (a) (b) (c)	1/100 m ²			In determining appropriate parking for B2 and B8 employment uses applicants should have regard to B1 standards although a degree of flexibility may be required to reflect different trip generating characteristics. In applying this standard regard will be had to standards in adjoining areas in Essex. Provision will be calculated and made for each individual unit within a development rather than the aggregate floorspace of the total scheme.

Storage and distribution	B8	1 lorry space per 200 m ² (minimum 1 lorry space), to 1 lorry space minimum plus 1 lorry space per 500 m ² .		Any associated office accommodation should be treated as offices for parking purposes. In applying this standard regard will be had to standards in adjoining areas in Essex.
Hotel Boarding house Guest house	C1	Operational requirements	1 space per bedroom (staff and guests)	Outside Romford Town Centre lower provision may be acceptable where there is good public transport.
Hospitals/Residential Schools and Colleges	C2	To be assessed on an individual basis using a transport assessment.		
Nursing home	C2	1 space per 4 resident bedspaces		This standard covers residents and staff
Sheltered housing	C3	1 space per resident warden plus 1 space per 4 units (where 1 bed) and 1 space per 2 units (where 2 bed) (minimum 2 spaces) plus 1 per 20 non resident staff		
Dwelling houses	C3	See density matrix in DC2		Disabled parking guidance provided at the end of this table.
Hostels	SG	1 space per 2 resident spaces		The level of parking provision required will depend on the type of hostel proposed owing to the wide variation in parking demand generated by different types of hostels.
HMOs	SG	1 space per 2 habitable rooms		
Day nurseries and creches	D1	1 space for each member of staff		Dropping off area will also need to be provided
Surgeries, health centres and clinics	D1	1 per practitioner plus 1 per 2 additional staff plus 2 per consulting room		In the case of primary health care facilities only, the benefits of providing a convenient local surgery will be taken into account. Provided the site is well served by public transport, "on street" parking is not considered likely to result in a serious road safety hazard or a significant increase in traffic congestion and the

			amenity of neighbouring residents is not significantly affected, a relaxation in standards may be considered.
Colleges of further education	D1	1 space per 2 staff plus 1 space per 15 students	
Primary and secondary schools	D1	1 space per teaching staff	Safe and convenient dropping off/collection areas should be provided for parents cars and coaches/school buses
Church halls, village halls and community centres	D1	1 space per 4 m²	
Assembly and leisure including cinema, theatre (sui generis), bingo, ice rinks etc.	D2	1 space per six seats	<p>The variety and scale of leisure developments means that larger developments may be assessed on an individual basis.</p> <p>For outdoor recreation the assessment would be based on the total number of players (including substitutes, referee etc) able to play at any one time and, if appropriate, an allowance for paying spectators.</p> <p>Where Clubhouse facilities are provided, additional parking provision at licensed premises standard will be required.</p>
Stadia	D2	1 space per 15 seats	

- (1) All floorspace is gross floor area except for retail where retail floor area (rfa) is also used.
- (2) The use classes referred to at those defined by the Town and Country Planning Act 1990, as amended by the Use Classes (Amendment) Order 2005, and General Permitted Development (Amendment) Order 2005.
- (3) * Romford PTAL Zone
- (4) * Hornchurch, Upminster, Elm Park, Harold Wood, Elm Park, Rainham PTAL Zones, Collier Row and Harold Hill District Centres as defined on the proposals map
- (5) * Local centres as defined on the proposals map
- (6) All areas of the borough outside the PTAL Zones, Collier Row and Harold Hill District Centres and Local Centres
- (7) The Council would prefer that the majority of spaces generated by shopping developments with Romford Town Centre should be provided at the developer's expense in public car parks by means of negotiated commuted payment.
- (8) For an application for a change of use it will only be necessary to provide additional spaces to meet the difference in requirement between the proposed use and existing use. However where the proposed use will remove parking spaces for an existing development which will remain, replacement provision will have to be made.
- (9) For mixed used development, the gross floorspace given over to each use should be used to calculate the overall total maximum parking figure.
- (10) All large developments should provide for appropriate taxi ranks and coach/bus parking/standards. Consideration of these should form part of the developments' transport assessment.
- (11) A standard car parking space should measure 4.8m x 2.4m and each space should be capable of use independently of any other space. Access lanes should be at least 6m wide. Disabled parking bays should measure 4.8m x 3.6m. Parking for nursing homes and sheltered housing should be 2.6 metres wide.

Motor-cycle Parking

Depending on the nature of the development, motorcycle parking spaces should be provided for staff and visitors. As a guideline, 1 motorcycle parking space should be provided per 20 car parking spaces, subject to all developments with more than 10 car spaces having a minimum of 1 space. A minimum area of 2m x 1m should be provided, and, as with pedal cycle parking, every effort should be made to provide spaces in a secure, and attractive position. They should be located closer to the building they serve than car parking spaces, and should be provided with adequate protection from the weather.

Disabled parking

The following standards are taken from Traffic Advisory Leaflet 05/95:

Car Park Used For	Car Park Size	
	5-200 Bays	Over 200 Bays
Employees and visitors to business premises	Individual bays for each disabled employee plus 2 bays or 5% of total capacity whichever is greater	6 bays plus 2% of total capacity
Shopping, recreation and leisure and other public uses	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity

Where no off street parking is proposed applicants must demonstrate where disabled drivers can park in order to easily use the development. All disabled spaces should be sized in accordance with BS 8300 2001. In off-street public car parks, spaces for Blue Badge holders should be provided as close as possible, preferably within 50 metres of the facilities served by the car park with level or ramped (preferred gradient 5 per cent) access, and under cover if possible, and on firm and level ground. They should be clearly marked with the British Standard “disabled” symbol and clearly signposted from the car park entrance. Access to the buildings should not be hampered by the presence of kerbs or steps. In open parking areas, designated parking spaces should be located on firm and level ground. The surface of designated parking spaces should be even and stable, with any variation of surface profile not exceeding $\pm 5\text{mm}$ (e.g. between paving, surface features or different surfaces). In multi-storey car parks the spaces should be on the level or levels at which there is pedestrian access or, if this is not possible, near to a lift usable by wheelchair users.

Where the provision of designated parking spaces close to the building is not possible, a setting-down point for disabled passengers should be provided on firm and level ground, close to the principal entrance to the building. The surface of the pavement or footpath alongside a setting-down point should be level with the carriageway at this point. Tactile indication of this type of setting-down point is necessary to enable people with impaired vision to determine whether they are on the pavement or the carriageway.

For residential development, the design of parking bays should be in accordance with Lifetime Homes standards. Parking bays associated with Wheelchair Housing should be designed in accordance with the Wheelchair Housing Design Guide. Any proposal to create car-free developments should demonstrate where Blue Badge Holders can park in order to easily use the development.

Please see Traffic Advice Leaflet 5/95, Parking for Disabled People for further advice.

Annex 6

Cycle Parking Standards

Land Use	Category		Cycle Parking Standard * Minimum 2 spaces
A1	Shops	Food retail	Out of town 1/350m ² *
			Town centre/Local shopping centre 1/125m ² *
		Non-food retail	Out of town 1/500m ² *
			Town centre/Local shopping centre 1/300m ² *
		Garden centre	1/300m ² *
A2	Financial and professional services	Offices, business and professional	1/125m ² *
A3	Food and drink	Pubs, wine bars	1/100m ² *
		Fast food takeaway	1/50m ² *
		Restaurants, cafes	1/20 staff for staff + 1/20 seats for visitors
B1a	Business	Business offices	1/250m ² *
B1b		Light industry	1/250m ² *
B1c		R&D	1/250m ² *
B2	General industrial		1/500m ² *
B8	Storage and distribution	Warehouses	1/500m ² *
C1	Hotels	Hotels	1/10 staff
		Sui generis hostels	1/4 beds
C2	Residential institutions	Hospitals	1/5 staff + 1/10 staff for visitors
		Student accommodation	1/2 students
		Children's homes, nursing homes, elderly people's homes	1/3 staff
C3	Dwelling house	Flats	1/unit
		Dwelling houses	1/1 or 2 bed dwelling, 2/3+ bed dwelling
		Sheltered accommodation	1/450m ²

D1	Non-residential institutions	Primary schools	1/10 staff or students
		Secondary schools	1/10 staff or students
		Universities, colleges	1/8 staff or students
		Libraries	1/10 staff + 1/10 staff for visitors
		Doctor, dentist, health centres, clinics	1/50 staff + 1/5 staff for visitors
D2	Assembly and leisure	Theatres, cinema	1/20 staff for staff + 1/50 seats for visitors
		Leisure, sports centres,	1/10 staff + 1/20 peak period visitors
		swimming pools	

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