

Planning Committee: 11 February 2021	Application Reference: 20/00827/FUL
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Reference: 20/00827/FUL	Site: Former Ford Motor Company Arisdale Avenue South Ockendon Essex RM15 5JT
Ward: Ockendon	Proposal: The erection of 92 units, comprising 86 No. 1 and 2 bed apartments, 2 No. 3 bed dwellings and 4 No. 2 bed dwellings along with associated infrastructure, works and landscaping. (Partial revisions to phase 4 of approval 18/00308/REM Dated 12th June 2018)

Plan Number(s):		
Reference	Name	Received
R9052-CUR-20-XX-DR-C-2001-P03	Drainage Layout	6th November 2020
R9052-CUR-20-XX-DR-C-2002-P04	Drainage Layout	6th November 2020
R9052-CUR-20-XX-DR-C-2003-P05	Drainage Layout	6th November 2020
R9052-STN-18-00-DR-A-0902-P60	Site Layout	20th January 2021
R9052-STN-18-00-DR-A-0903-P58	Site Layout	20th January 2021
R9052-STN-18-ZZ-DR-A-0900-P50	Location Plan	6th July 2020
R9052-STN-18-ZZ-DR-A-0904-P57	Roof Plans	20th January 2021
R9052-STN-18-ZZ-DR-A-0905-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0906-P62	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0908-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0909-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0910-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0912-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0913-P57	Site Layout	20th January 2021
R9052-STN-20-01-DR-A-1051-P57	Floor Layout	6th November 2020
R9052-STN-20-02-DR-A-1052-P57	Floor Layout	6th November 2020
R9052-STN-20-03-DR-A-1053-P57	Floor Layout	6th November 2020
R9052-STN-20-EL-DR-A-2000-P49	Elevations	6th July 2020
R9052-STN-20-EL-DR-A-2001-P49	Elevations	6th July 2020
R9052-STN-20-EL-DR-A-2140-P56	Elevations	6th November 2020
R9052-STN-20-EL-DR-A-2150-P57	Elevations	6th November 2020
R9052-STN-20-EL-DR-A-2160-P57	Elevations	6th November 2020

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R9052-STN-20-GF-DR-A-1040-P49	Floor Layout	6th July 2020
R9052-STN-20-GF-DR-A-1050-P57	Floor Layout	6th November 2020
R9052-STN-20-GF-DR-A-1060-P57	Floor Layout	6th November 2020
R9052-STN-20-R0-DR-A-1042-P49	Roof Plans	6th July 2020
R9052-STN-20-R0-DR-A-1054-P57	Roof Plans	6th November 2020
R9052-STN-20-R0-DR-A-1062-P57	Roof Plans	6th November 2020
R9052-STN-20-XX-DR-A-4006-P50	Other	6th July 2020
R9052-STN-20-XX-DR-A-4007-P57	Other	6th November 2020
R9052-STN-20-ZZ-DR-A-1000-P49	Floor Layout	6th July 2020
R9052-STN-20-ZZ-DR-A-1001-P49	Floor Layout	6th July 2020
R9052-STN-20-ZZ-DR-A-1041-P49	Floor Layout	6th July 2020
R9052-STN-20-ZZ-DR-A-1061-P57	Floor Layout	6th November 2020
R9052-STN-20-ZZ-EL-A-0920-P57	Elevations	6th November 2020
R9052-STN-18-ZZ-DR-A-0911-P57	Other	20th January 2021
2044 09 General Arrangement Plan	Landscaping	6th November 2020
2044 B POS Sketch Masterplan	Landscaping	6th November 2020
R9052-CUR-20-00-DR-C-2004-P01	Drainage Layout	6th November 2020
R9052-CUR-20-00-XX-RP-C-00001-V06	Drainage Layout	6th November 2020
R9052-CUR-18-XX-DR-D-7002-C11	Drainage Layout	6th November 2020
R9052-CUR-18-XX-DR-D-7215-P04	Drainage Layout	4th December 2020
R9052-STN-18-ZZ-DR-A-0907-P61	Other	20th January 2021
R9052-STN-20-XX-DR-A-4007-P57	Floor Layout	6th November 2020
R9052-CUR-18-XX-DR-C-9208-P14	Other	9th December 2020
R9052-CUR-20-00-DR-D-7216-P01	Drainage Layout	4th December 2020

The application is also accompanied by:

- Planning Statement
- Design and Access Statement & Addendum
- Accommodation Schedule
- Air Quality Assessment
- Financial Viability Assessment & Addendum
- Flood Risk Assessment and Drainage Report
- Noise Assessment
- Transport Statement

Applicant:

Mr Owain Williams

Validated:

17 July 2020

Date of expiry:

19 February 2021(Extension of time

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	agreed with applicant)
Recommendation: Approve subject to conditions and a s106 agreement	

1.0 BACKGROUND

1.1 At the meeting of the Planning Committee held on 7 January 2021 Members considered a report on the above proposal. After a debate, the application was deferred for further consideration of the following:

1. To enable Officers to negotiate more than 6% affordable housing with the applicant;
2. To review the density of the proposed development;
3. That the proposal is not in keeping with the needs of the local community as houses preferred instead of flats; and
4. That the proposed parking levels are below the Council's adopted Parking Standards.

1.2 A copy of the report presented to the November Committee meeting is attached as Appendix 1.

2.0 UPDATED INFORMATION

2.1 Since the January planning committee the applicant has sought to provide additional information has been provided by the applicant to assist in response to the Committee's reasons for deferral. The information is summarised as follows:

2.2 Affordable Housing – The applicant makes reference to policy CSTP2 and the allowance in policy for economic viability testing. Since the committee the applicant has engaged with Officers and in addition to the 6 units, as stated in the main report in Appendix 1, the applicant agrees to the following additional obligations as set out below:

- *To use reasonable endeavours to secure the transfer of a further five dwellings, the "target affordable dwellings", to a Registered Provider using Homes England grant funding*
- *If, for any reason, it is not possible to transfer the additional five affordable dwellings to a Registered Provider, to dispose of them as discounted open market dwellings at 80% of open market value to local residents in accordance with Thurrock Council's cascade mechanism*

2.3 The affordable dwellings will be targeted for affordable rent to reflect the current needs within Thurrock. Reference is also made to an additional 18 affordable housing units provided in the previous Phase 4/5 development which were achieved in addition to the 23 approved through the planning permission for the Phase 4/5

development. This was achieved through grant funding outside of the planning permission. The previous Phase 4/5 development did not provide any affordable housing units for location of the current application in this part of the Phase 4/5 development, just market housing. The Phase 4/5 development and this application would therefore provide a total of 52 affordable housing units.

2.4 Density - The proposed development would:

- Comply with policy CSTP1;
- Would provide 37 dwellings more than the 650 dwellings that the outline planning permission; and,
- Require the 'presumption in favour of sustainable development' to apply as the Council has only delivered 59% of its housing requirement in the three years to March 2020 and the Council's Action Plan for addressing this shortfall is to increase housing density in urban areas.

2.5 Housing types:–

- Referencing the requirement for smaller properties such as apartments within the Council's Strategic Housing Marketing Assessment;
- The applicant has been selling properties in the Phase 4 and 5 site and there is a demand for apartments with a waiting list of 50 clients looking to purchase an apartment on site; and,
- There is demand from young people in their 20's and 30's with 95% of purchasers being first time buyers.

2.6 Parking - Revised plans have been submitted since the January planning committee, which have reviewed the parking layout and have increased the proposed parking provision at the site by an extra 3 parking spaces. The proposed development would provide a total of 120 car parking spaces.

3.0 UPDATED CONSULTATION RESPONSES

3.1 HIGHWAYS:

No objection.

3.2 HOUSING:

No objection to the proposed additional provisions for affordable housing.

4.0 UPDATED ASSESSMENT

4.1 The following paragraphs assesses the reasons for deferral:

1. To enable Officers to negotiate more affordable housing

- 4.2 As stated in the 'Viability and Planning Obligations' section of the main report, Appendix 1, the application is subject to a Financial Viability Assessment, which has been independently reviewed. The independently reviewed report identifies that the scheme can provide £288,122 that can be used to secure an education contribution, a healthcare contribution and the travel plan monitoring fee along with 6% affordable housing (6 units). These would form the planning obligations secured through a s106 agreement should planning permission be approved. This would also include a viability review mechanism if the development has not substantially started within 24 months of the consent.
- 4.3 It is recognised that the proposed level of affordable housing is below what policy CSTP2 requires (35% of the development) but the policy allows for exceptions where financial viability can be considered. This is applicable to a number of sites in Thurrock that are subject to previously developed land and physical constraints, similar to this one. The Committee have considered and approved similar applications on previously developed land where viability issues have been presented. One of the costs involves the need for piling the foundations of the proposed buildings due to ground conditions.
- 4.4 The planning history of this Arisdale site shows that an outline planning permission approved by the Thames Gateway Development Corporation in 2011 included a s106 agreement that allowed for between 10% to 42.5% affordable housing through the s106 agreement, subject to financial viability testing. Since the outline permission each of the earlier phases of development have been subject to 10% affordable housing provision for viability reasons.
- 4.5 Since the deferral at the January committee meeting Officers have been liaising with the applicant. The applicant has confirmed that the previous approved Phase 4/5 development (18/00308/REM) originally included 23 affordable housing units but through additional grant funding, outside the scope of the previous planning permission, this was increased and has since achieved a total 41 affordable housing units for the previous Phase 4/5 development. It should be noted that the previous proposal for the current application site area included no affordable housing units, instead market housing.
- 4.6 Through the discussions with the applicant it has been agreed that in addition to the 6% affordable housing as set out in the attached report Appendix 1 a revised planning obligation will be imposed requiring the applicant to use reasonable endeavours for securing the transfer of 5 additional units for affordable housing using Homes

England grant funding. If for any reason it is not possible to transfer the additional 5 unit affordable units then the applicant agrees that these 5 units will be available for discounted open market sale at 80% open market value to local residents.

- 4.7 This means that in addition to the 41 affordable affordable housing units for the previous Phase 4/5 development this application would provide another 11 affordable housing units and in total provide 52 affordable housing units which equates to 18% for affordable housing for the combined previous Phase 4/5 development and this application. This is more than 10% from the earlier phases of development of the planning permission at the wider Arisdale site.

2. To review the density of the proposed development

- 4.8 The previous Phases 4/5 development approved a housing density of 49 dwelling per hectare and the current proposal would be 70 dwellings per hectare and therefore represents an increase in housing density at the site. In terms of dwellings per hectares policy CSTP1 allows for '*a density range of between 30 and 70 dwellings per hectare*' and the proposed development therefore meets this policy requirement.
- 4.9 Furthermore, included within the wording of policy CSTP1 is a 'Housing Density Approach' and states that '*Proposals for residential development will be design-led and will seek to optimise the use of land in a manner that is compatible with the local context*'. In line with policy it is therefore considered that density is not just about the number of dwellings per hectare but about creating a high quality designed developments and placemaking which has been considered through this application process as a continuation of the previous Phase 4/5 development.
- 4.10 The applicant's additional information explains that the proposal would only provide 37 more dwellings than the originally consented 650 dwellings envisaged for the wider Arisdale development from the outline planning permission.
- 4.11 As stated in paragraph 6.3 of the main report, Appendix 1, and as required by paragraph 75 of the NPPF the Council's Housing Delivery Test Action Plan (HDTAP) was published in August 2019 and identifies a housing delivery shortfall of 309 homes over the three previous financial years up until 2017/18. One of the priorities identified in the HDTAP for the Council is to consider opportunities for development at a higher density in urban areas (paragraph 4.6 of the HDTAP) and this application seeks to achieve a higher density development as part of the wider Arisdale site and therefore complies with these requirements.
- 4.12 Since the January planning committee the Government have announced that Thurrock Council is 1 of 55 local authorities that will be subject to the Housing

Delivery Test's requirement where an authority delivers less than 75% of their housing requirement in the three years, which has been measured up until to March 2020. This means that the 'presumption in favour of sustainable development', as stated in paragraph 11 of the NPPF, applies to all planning applications for housing developments in the Borough with the current housing policies within the Core Strategy now considered out of date. This means that the 'tilted balance' for approving sustainable development applies to housing developments.

- 4.13 Chapter 11 of the NPPF is titled 'Making effective use of land' and paragraph 117 is relevant to this consideration as it states that *'planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land (my emphasis)'*. Furthermore, paragraph 122 states *'Planning policies and decisions should support development that makes efficient use of land, taking into account.....different types of housing and other forms of development, and the availability of land suitable for accommodating it, and the importance of securing well-designed, attractive and healthy places'*. The proposal would therefore comply with these requirements.
- 4.14 For these reasons the density of the proposed development is acceptable.
3. Whether the proposal is in keeping with the needs of the local community as houses are preferred instead of flats
- 4.15 As stated in paragraph 6.4 of the main report, Appendix 1, policy CSTP1 requires the dwelling mix for new residential developments to be provided in accordance with the latest (May 2016) Strategic Housing Marketing Assessment (SHMA) and the update Addendum (May 2017). The SHMA sets out the housing need and mix requirements for the Borough but also the wider context of South Essex. The SHMA identifies the need for 3 bedroom semi-detached and terraced houses but also the need for 1 and 2 bedroom apartments.
- 4.16 The proposed dwelling mix would result in the loss of 31 approved mainly semi-detached houses in favour of increased 1 and 2 bedroom apartments. The revised dwelling mix of mainly apartments would provide a revised mix to reflect the Borough's housing needs in regard to the latest SHMA and policy CSTP1. There are no objections raised by the Council's Housing Officer as the proposed units would meet the demand as set out in the 2017 Strategic Housing Marketing Assessment.
- 4.17 The applicant's additional information identifies that the changes to the original proposals for this part of the Arisdale development reflects the demand for

apartments with a waiting list of 50 clients looking to purchase an apartment on site. The applicant explains that demand comes from young people in their 20's and 30's with 95% of purchasers being first time buyers.

- 4.18 The table below shows the proposal when compared to the approved scheme for Phases 4 and 5:

	Approved Scheme for Phases 4 and 5	Combined Scheme for Phases 4 and 5
Number of Houses	111	82
Number of Apartments	119	205
Total	230	287

4. Whether the Proposed Parking Levels are below the Council's adopted Parking Standards

- 4.19 As stated in paragraph 6.19 of the main report, Appendix 1, the parking layout needs to be assessed in regard to the outline permission, subsequent reserved matters and the Design Code as the proposal would be viewed in context of these permissions and the requirements are therefore slightly different to the Council's Draft Parking Standards. Nevertheless the Council's draft Parking Standards were originally considered and identify this site would be a 'medium accessible area' so parking would be required within the range of 1 – 1.25 spaces per dwelling for flats, 1.5 to 2 spaces per dwelling, 0.25 spaces per dwelling for visitor parking.
- 4.20 As stated in paragraph 6.20 of the main report, Appendix 1, the applicant's proposed parking strategy is based on 1 space per flat, 1 space per 2 bedroom house and 2 spaces for a 2 bedroom house. The table below sets out the proposed parking provision for the development taking account of the extra 3 parking spaces provided in the revised plans since the deferral from the January planning committee:

Car Parking	Apartments: 1 space per flat – 88 spaces in total Houses: 1 space for 2 bed dwelling and 2 spaces for a 3 bed dwelling – 14 spaces in total for 6 houses Total allocated: 102 spaces Total Visitor: 18 spaces Total: 120 (1.3 spaces per unit)
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- 4.21 The proposal would meet requirements of the Council's draft Parking Standards, which would require a minimum of 115 spaces for this development. Furthermore the

proposed parking ratio would be 1.3 spaces per dwelling so is within the 1.3 to 1.5 parking space per dwelling range as required by the Design Code 'pr6' (parking arrangements) and condition 15 of the outline permission.

- 4.22 Planning condition 9 (parking provision) would ensure that the parking layout is provided as per the plans and allocated accordingly, and planning condition 10 (parking management strategy) would ensure a parking management scheme is enforced on site.

5.0 RECOMMENDATION

- 5.1 Approve as set out in the recommendation section of the report attached as Appendix 1 but with the following updated planning obligations in regard to affordable housing, and a revised condition regarding the revised plans submitted since the January planning committee:

- i) the completion and signing of an obligation under s.106 of the Town and Country Planning Act 1990 relating to the following heads of terms:
- Provision of 6% Affordable Housing (6 units) and
 - For the applicant to use reasonable endeavours for securing grant funding to provide 5 additional units for affordable housing, or,
 - If, for any reason, it is not possible to transfer the additional five affordable dwellings then these 5 additional units shall be made available as discounted open market dwellings at 80% of open market value with priority for local residents.
- ii) and subject to the following revised planning condition, numbered to reflect the updated condition from the report attached as Appendix 1:

Approved Plans

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

Plan Number(s):		
Reference	Name	Received
R9052-CUR-20-XX-DR-C-2001-P03	Drainage Layout	6th November 2020
R9052-CUR-20-XX-DR-C-2002-P04	Drainage Layout	6th November 2020
R9052-CUR-20-XX-DR-C-2003-P05	Drainage Layout	6th November 2020
R9052-STN-18-00-DR-A-0902-P60	Site Layout	20th January 2021

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R9052-STN-18-00-DR-A-0903-P58	Site Layout	20th January 2021
R9052-STN-18-ZZ-DR-A-0900-P50	Location Plan	6th July 2020
R9052-STN-18-ZZ-DR-A-0904-P57	Roof Plans	20th January 2021
R9052-STN-18-ZZ-DR-A-0905-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0906-P62	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0908-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0909-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0910-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0912-P57	Other	20th January 2021
R9052-STN-18-ZZ-DR-A-0913-P57	Site Layout	20th January 2021
R9052-STN-20-01-DR-A-1051-P57	Floor Layout	6th November 2020
R9052-STN-20-02-DR-A-1052-P57	Floor Layout	6th November 2020
R9052-STN-20-03-DR-A-1053-P57	Floor Layout	6th November 2020
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R9052-STN-20-GF-DR-A-1050-P57	Floor Layout	6th November 2020
R9052-STN-20-GF-DR-A-1060-P57	Floor Layout	6th November 2020
R9052-STN-20-R0-DR-A-1042-P49	Roof Plans	6th July 2020
R9052-STN-20-R0-DR-A-1054-P57	Roof Plans	6th November 2020
R9052-STN-20-R0-DR-A-1062-P57	Roof Plans	6th November 2020
R9052-STN-20-XX-DR-A-4006-P50	Other	6th July 2020
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R9052-STN-20-ZZ-DR-A-1041-P49	Floor Layout	6th July 2020
R9052-STN-20-ZZ-DR-A-1061-P57	Floor Layout	6th November 2020
R9052-STN-20-ZZ-EL-A-0920-P57	Elevations	6th November 2020
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R9052-STN-20-XX-DR-A-4007-P57	Floor Layout	6th November 2020
R9052-CUR-18-XX-DR-C-9208-P14	Other	9th December 2020
R9052-CUR-20-00-DR-D-7216-P01	Drainage Layout	4th December 2020

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the details as approved with regards to policies PMD1 and PMD2 of the adopted Thurrock LDF Core Strategy and Policies for the Management of Development (2015).

Documents:

All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online: <http://regs.thurrock.gov.uk/online-applications>