

**REGULATORY
SERVICES
COMMITTEE**

5 April 2018

REPORT

Subject Heading:

P1242.17 – Beam Park, Former Ford
Assembly Plant Site

Cross boundary hybrid planning application for the redevelopment of the site to include up to 2,900 homes (50% affordable); two primary schools and nurseries (Use Class D1); railway station; up to 5,272sqm of supporting uses including retail, healthcare, multi faith worship space, leisure, community uses and management space (Use Classes A1, A2, A3, A4, A5, B1, D1 and D2); energy centres; open space with localised flood lighting; public realm with hard and soft landscaping; childrens play space; flood compensation areas; car and cycle parking; highway works and site preparation/ enabling works (Received 4/08/17, revised plans received on 12/02/18)

Ward

South Hornchurch

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Policy context:

Local Development Framework
The London Plan
National Planning Policy Framework
National Planning Practice Guidance

Financial summary:

Not relevant

The subject matter of this report deals with the following Council Objectives

Communities making Havering	[x]
Places making Havering	[x]
Opportunities making Havering	[x]
Connections making Havering	[x]

SUMMARY

This report considers a cross boundary hybrid application (part outline, part detailed) for a total of 2,900 dwellings within Havering and the London Borough of Barking and Dagenham on a site of total area of 31.54 ha. Within Havering the application proposes the erection of 733 dwellings comprising 137 houses and 596 apartments on land known as Beam Park to the east and west of Marsh Way, south of the A1306. Phase 1 of the development would deliver 536 dwellings, a new local centre based around a new railway station, up to 5,272 sq.m of other support uses including commercial floorspace and a 1,500 sqm health centre and community facilities. Phase 1 would also provide the site for a new 3 f/e primary school with communal sports facilities plus extensive areas of open space and landscaping including a new park either side of the River Beam and a linear parkway along New Road. The development would provide 50% affordable housing.

The site lies within one of the Mayor of London's Housing Zones and is in a designated opportunity area in the London Plan. The site is also identified as suitable for residential development in Havering's Local Development Framework site specific policy SSA11 and in the adopted Rainham and Beam Park Planning Framework. Therefore, the redevelopment of the site for residential purposes is considered acceptable in principle. The main issues for consideration concern scale, design and layout, affordable housing, access, parking and highways, flood risk, ground contamination, sustainability, ecology, air quality, heritage, designing out crime and cycle and pedestrian linkages. An environmental statement has been submitted with the application which addresses these issues and alternative development scenarios.

This is a strategic application and the Mayor of London has been consulted on the proposals. The Mayor broadly supports the principle of the development but has a

number of strategic concerns. Revisions have been made to the application in response which are addressed in this report.

Staff consider that, the proposals are acceptable in all material respects. The grant of planning permission is recommended subject to the prior completion of a S106 planning obligation and planning conditions. A recommendation for approval was agreed by the London Borough of Barking and Dagenham on 19th March and should Members agree this recommendation the application would need to be referred to the Mayor for London.

The application was deferred from the 15th March meeting for staff to clarify the position in relation to school provision, height, affordable housing, healthcare provision and the level of parking.

RECOMMENDATIONS

1. That the Committee notes that the detailed elements of the development proposed is liable for the Mayor's Community Infrastructure Levy (CIL) in accordance with London Plan Policy 8.3 and that the applicable fee would be £1,082,660 (subject to indexation) based upon the creation of 54,133sqm of new gross internal floorspace for the detailed element of the application.

2. That the Committee resolve that

Having taken account of the environmental information included in the Environmental Statement and its Addendum and subject to no direction to the contrary from the Mayor for London,;that the Assistant Director of Development be authorised to negotiate and agree a planning obligation under S106 of the Town and Country Planning Act 1990 (as amended), to secure the following:

- A phased financial contribution of £1,779,852 to be used for educational purposes in accordance with the policies DC29 and DC72 of the LDF Core Strategy and Development Control Policies Development Plan Document and the Planning Obligations Supplementary Planning Document Technical Appendices.
- Provision for an agreement between the relevant parties to secure land for a new primary school, for the grant of a lease for such for the duration of the construction and the grant of the freehold or long leasehold of the land to the School Provider. The developers to use reasonable endeavours to assist in bringing forward the identified school site for development in a timely manner to co-ordinate with the provision of new housing.

- A phased financial contribution of £2,700,000 to mitigate the impact of the development upon public transport.
- Providing for 50% affordable housing across the development with a 80% intermediate/shared ownership housing and 20% Affordable Rent or London Affordable Rent.
- The provision and management of open space in perpetuity, to be managed by a Community Land Organisation or other organisation approved by LBH;
- A Sport and Recreation financial contribution of £118,444. (£350,000 to LBBD)
- A financial contribution of £500,000 to the Beam Park Community Fund to be used for a range of community purposes including measures to enhance employment and training opportunities.
- The provision and lease of a healthcare facility of not less than 1,500 sqm GIA, on terms to be incorporated and agreed by the CCG;
- The provision and lease of a multi faith place of worship/community facility of a minimum 800 sq.m building up to a maximum of 1200 sq.m within LBBD.
- The provision to shell and core of a new railway station at Beam Park;
- The safeguarding of land required for the provision of vertical access to Marsh Way for 4 years;
- A contribution of £557,163 towards Beam Parkway improvements;
- A contribution of £20,000 towards the installation of an air quality monitoring station on New Road A1306;
- A contribution of £116,896 towards the introduction of new Controlled Parking Zones to the north of the A1306 and within the site and to contribute towards the cost of each annual permit for residents:
- A sum of £12,500 as a pro rata contribution in lieu of 2 parking spaces to be used for car club purposes and to contribute to residents membership of the car club. (£37,500 in LBBD)
- A restriction on the ability of residents to apply for parking permits within any Controlled Parking Zone operated by LBH outside of the site;
- An undertaking to assist with the planning, implementation and cost of the provision of a bus loop, stops and stand, and the provision of a four way traffic light controlled junction on the adjacent site, this element to be time limited:

- The payment of the appropriate carbon offset contribution upon completion of the final dwelling in a Phase 1 or the final dwelling in the part of Phase 2 within Havering. The carbon offset levy has been calculated at £3,300,000 which would be split pro rata, however, this is likely to reduce as the detailed design and construction work is undertaken.
- All contribution sums shall include interest to the due date of expenditure and all contribution sums to be subject to indexation from the date of completion of the Section 106 agreement to the date of receipt by the Council.
- The Developer/Owner to pay the Council's reasonable legal costs associated with the Legal Agreement prior to the completion of the agreement irrespective of whether the agreement is completed.
- The Developer/Owner to pay a planning obligations monitoring fee of £10,000 to be paid within one month of the implementation of the development.

and that upon completion of that obligation, grant planning permission subject to the conditions summarised below and listed in full in Appendix A to this report with the ability to add new conditions or amend any of those listed delegated to the Assistant Director of Development.

The planning obligations recommended in this report have been subject to the statutory tests set out in Regulation 122 of the Community Infrastructure Levy Regulations 2010 and the obligations are considered to have satisfied the following criteria:-

- (a) Necessary to make the development acceptable in planning terms;
- (b) Directly related to the development; and
- (c) Fairly and reasonably related in scale and kind to the development.

If by 15 September 2018 the legal agreement has not been completed, the Assistant Director of Development is delegated authority to refuse planning permission.

Common Conditions

1. Outline - Reserved matters to be submitted
2. Outline - Time limit for submission of details
3. Outline - Time limit for commencement
4. Accordance with plans
5. Phasing Plan
6. Partial Discharge
7. Approval of Materials

8. Access to Phases
9. Accessibility and Management Plan- Residential
10. Accessibility and Management Plan- Non-Residential
11. Car Park Management
12. Cycle Parking
13. Deliveries Strategy
14. Travel Plan
15. Site Levels
16. Compliance with Design Code
17. Secure by Design
18. Accessibility and Adaptability
19. Provision of Amenity Space
20. Refuse Storage and Segregation for Recycling
21. Carbon Reduction – Residential
22. Carbon Reduction – Non-Residential
23. BREEAM
24. Energy Efficiency
25. Overheating
26. Ecology and Landscape Management Plan
27. Landscape Replacement
28. Living Roofs
29. Nesting Birds and Bat Roosts
30. Protection of Trees
31. Vegetation Clearance
32. Examination of Trees for Bats
33. Air Quality Assessment
34. Boiler and Combined Heat Power
35. Air Quality Emissions
36. Kitchen Ventilation Equipment
37. Noise Assessment
38. Noise from Commercial Units
39. Noise from School
40. Noise from Entertainment
41. Noise and Vibration (A3, A4 and A5 uses)
42. Hours of Operation – Non-Residential
43. Hours of Operation – Outdoor Sports
44. Lighting Strategy – General
45. Lighting Strategy – River Beam Interface
46. Flood Risk
47. River Beam Buffer Zone
48. Sustainable Urban Drainage
49. Drainage Strategy
50. Drainage Maintenance
51. Piling Method Statement
52. Non-Road Mobile Plant and Machinery
53. Oil Interceptors
54. Contamination Remediation
55. Remediation
56. Implementation of Remediation
57. Verification of Remediation Scheme

- 58. Unexpected Contamination
- 59. Borehole Management
- 60. Construction Management Plan
- 61. Demolition Hours
- 62. Piling Vibration
- 63. Archaeology – Written Scheme of Investigation
- 64. Archaeology – Foundation Design
- 65. Permitted Development Restriction
- 66. Satellite Dishes
- 67. Boundary Treatment
- 68. Timing of Station

London Borough of Havering Specific Conditions

- 69. Non-Residential Floor Areas
- 70. Number of Residential Units
- 71. Parking
- 72. Timing of Detailed Works
- 73. Bus Stops
- 74. Fire Hydrants
- 75. Changes of Use
- 76. Landscaping Details for Phase 1
- 77. Accordance with Detailed Plans

Informatives

REPORT DETAIL

1. Background

- 1.1 The application was deferred at the Committee meeting on 15th March 2018 in order for staff to explore some issues and points raised by Members. These are addressed point by point as follows.

2. *Education - Whether the level of school provision proposed would be of sufficient size to meet the demands raised by the development and other committed development in the area?*

- The Council's School Organisation Manager supports the application. Based upon the unit size and tenure of the development proposed within Havering and using the accepted methodology of the GLA Population Yield Calculator a demand for 161 no. primary school places will be created by the development. A 3 form of entry school as proposed would deliver 630 places and would therefore have almost 75% spare capacity to provide for the primary education needs other sites and development in the area. A 3 form of entry school is proposed within the LBBB part of the site which is also predicted to provide a surplus of spaces, albeit to a lesser extent than the one in Havering. The Rainham and Beam Park Planning Framework

(RBPPF) sets out the requirement for a new 2FE primary school or provision of off-site land for new school, so the proposed provision will be exceeding policy.'

- A contribution of £1.8m based upon the cost of meeting the predicted demand for 83 secondary school and +16 spaces would be secured through the S106 legal agreement. This is likely to be focussed upon an expansion of Brittons Academy.
- A school provider has been identified who are approved by the Education and Skills Funding Agency and discussions are currently ongoing about the Heads of Terms for the transfer of the land so that the EFSA can confirm the capital budget for the school build.
- The Council's School Organisation Manager is confident that education requirements arising from the potential and proposed additional housing and population within the Rainham and Beam Park Housing Zone can be met. Rainham Village Primary School is currently being expanded by 1 f/e, the planning application to expand Brady Primary by 1 f/e has recently been approved and there is capacity for Newtons Primary to be expanded by 1 f/e if required.
- Within the school site the level of provision for car parking would be within the gift of the school provider. There are proposed to be 43 visitor car parking spaces within the immediate vicinity of the proposed school.

3. *The height of the proposed development does not accord with the provisions of the Rainham and Beam Park Planning Framework. Can the heights be reduced?*

- The Rainham and Beam Park Planning Framework is intended as a comprehensive and flexible plan for the Rainham and Beam Park Area and is based upon delivering development of quality and coherence. The Framework identifies future areas of differing character establishing a number of design and development principles for each area. As set out in the previous report (para 5.2.6), the Havering part of the proposed development covers the whole of the Park View Living and a significant portion of the Beam Park Centre character areas. It should be noted, however, that that RBPPF is a non-statutory planning policy document with its main purpose of forming part of the evidence base for the forthcoming Local Plan.
- The RBPPF sets a number of criteria as a guide for future development of these areas for which height is one, with the Policy on height expressed at PG17 and further qualified in the sections on each character areas. There are a number of other design and development principles which relate to each character area including density, capacity, frontages, access and parking. In the case of the

Beam Park Centre and Park View Living character areas an illustrative masterplan capacity of 575 and 690 dwellings respectively is identified. The approved scheme for the Somerfield site would, if implemented, deliver 223 units within the Beam Park Centre area which together with this proposed development would take the total to 469 dwellings. The current proposals would deliver 487 dwellings within the Park View Living character area. It can therefore be demonstrated that notwithstanding the heights proposed, the developments will not achieve the capacity that the RBPPF suggests.

- Were the heights to be reduced to comply with the letter of Policy PG17 and the character area guidance this would result in a reduction of approximately 124 in the number of units in Havering. To try and recover this number of units elsewhere on site would necessitate increased provision of apartment blocks with associated reduction in the number of houses to be delivered, which is not considered a desirable approach. It must also be acknowledged that there needs to be a minimum quantum of development to attract new public transport measures and social infrastructure and that any reduction in the number of units proposed would undermine this.
- Whilst the heights proposed in places exceed those suggested in the RBPPF it is considered that the development exhibits none of the characteristics of overdevelopment. There is good separation between blocks, no unacceptable overlooking, interlooking or privacy concerns, the development complies with all space standards and requirements and there are no daylighting or sunlight issues. The need for additional height around the station and new local centre are acknowledged in the relevant policy documents and the development demonstrates that it can deliver an optimal housing output whilst maintaining the highest standards of design and architectural quality.
- In a similar vein to density, this demonstrates that height is just one aspect in the consideration of a development. There are many other factors such as context, layout, public realm and residential quality which inform whether a development “works”, whether it creates a sense of place and whether it will deliver an attractive environment where people want to live. The key is to deliver a quality, vibrant and fully functioning community. Staff are satisfied that the development will achieve these ends and the heights of the development are unaltered.

4. *Members requested further clarification of the tenure split of the proposed affordable housing and an understanding of the nomination rights that would be provided to Havering.*

- Havering would have 100% nomination rights to the eligible first lettings of affordable rent units and first preference would be given to those living or working in Havering on any shared ownership for a

period of three months and throughout the marketing period for any London Living Rent units. In addition the private market housing would also only be marketed in Havering for the first period of marketing.

- The level of affordable housing provision within Havering is proposed as follows:

		Overall	Phase1
-Affordable Rent/ London Affordable Rent	-	71	48
-Shared Ownership (intermediate)	-	233	177
-London Living Rent (intermediate)	-	60	60
TOTAL:		364	285 Units

- London Living Rent is a new “Rent to Buy” initiative with an initial 3 year tenancy to facilitate saving for a deposit for either outright or shared home ownership.
- The delivery of all of the units within Beam Park centre as apartments is fully in accordance with the RBPPF. The delivery of 28% of the units within the Park View Living character area as houses exceeds the proportion of 25% suggested by the RBPPF.
- It is not currently anticipated that there will be any Private Rented Sector (PRS) provision within Havering, but the S106 will provide appropriate controls prioritising residents who live and or work in the Borough when marketing and identifying suitable tenants together with housing management clauses.

5. *Health facility: Members suggested that the CCG had advised that the proposed 1500sqm health facility would only be available to Havering residents. On that basis the level of provision being made available within LBBD was questioned.*

- The CCG have confirmed that the proposed health centre at Beam Park would have the capacity to cater for a population of up to 21,000 patients, more than 4x the total predicted population of the total development. They have also confirmed that there are no mechanisms for directing patients where to register and that it is not uncommon for patients close to the boundary of a CCG area to register at their nearest practice which comes under a neighbouring CCG as would be the case here.
- The health facility has always been planned on the understanding that it would serve the whole development and that remains the case. If the facility were just to cater for LBH it would be 13 times larger

than is needed to accommodate demand arising from the development and would not satisfy the S106/ CiL tests

6. *Car Parking: Can any additional car parking be provided?*

- The car parking strategy for the development will ensure that every house and every 3 bedroom apartment has a space either within curtilage or prioritised to it. Car parking in the development has been optimised but without creating swaths of perpendicular car parking which result in an overly car dominated streetscene. The levels of car parking increase westwards reflecting the reduction in PTAL levels westwards from the proposed station. The parking has been designed such that there is a balance between open space, public realm and highway and is supported by the LBH Highways department.
- Measures to reduce reliance on the private car include the presence of a car club, restrictions on the ability of residents to apply for a permit to park in any Controlled Parking Zone outside of the site and plentiful cycle parking. In addition there will be a new rail station and a £2.7m contribution is proposed to improve bus services in the area.
- The car parking levels proposed are all compliant with policy which expresses such standards as maxima. The level of car parking remains unchanged providing a total of 324 parking for 733 units at an overall ratio of 0.44 parking spaces per unit. All on-street residential parking will be private and permit managed and all visitor parking spaces in LBH will be restricted by a CPZ as pay and display.

7. **Conclusion**

- 7.1 The proposed development represents a £1bn investment in the area by the applicants. The development will deliver up to 2,900 homes across 29-hectares (71.7 acres) regenerating the brownfield site of the former Ford manufacturing plant. It will provide 50% affordable housing, equating to 1,452 homes, creating a new mixed community with substantial infrastructure investment. As a whole the development will provide the new Beam Park railway station framed by a high quality public square, a new medical centre, two 3 FE primary schools, retail spaces, gym, nurseries, community facilities, a multi-faith space and 2 energy centres. It also allocates 44% of the entire development site as publicly accessible green space. Staff are satisfied that the proposal offers all the key ingredients required to create an attractive, sustainable new community where people will want to live.
- 7.2 The report set out below and the conditions Appendix are largely the same as that previously presented to Committee on 15th March. Any updates or amendments are identified in underlined italics.