



REGULATORY SERVICES COMMITTEE

15 March 2018

REPORT

Subject Heading:

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

Ward:

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)

South Hornchurch

SLT Lead:

Steve Moore
Director of Neighbourhoods

Report Author and contact details:

Martin Knowles
Planning Team Leader
Martin.knowles@havering.gov.uk
01708 432802

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 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. Should members agree the recommendation then subject to the London Borough of Barking and Dagenham agreeing a similar recommendation the application would need to be referred to the Mayor for London.

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, that subject to:

- a) No contrary recommendation from London Borough of Barking and Dagenham;
- b) 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 19% 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. **Site Description**

- 1.1 The application site within the London Borough of Havering comprises 10.22 ha of land to the south of the A1306 New Road, either side of Marsh Way to the east of the River Beam and Thames Avenue and west of the former Somerfield Depot site, north of the HS1/C2C railway corridor. The land forms part of the wider Beam Park site which extends further to the west and into Barking and Dagenham giving a total site area of 31.54 ha. The site previously formed part of the Ford Motor Company site used as an assembly plant and for the open storage of cars. The Marsh Way flyover oversails part of the site.
- 1.2 The site is clear of structures but is covered with hardstanding and currently lies vacant. The site sits within flood zone 3. The vegetation on the site comprises predominantly self-set scrub. Access to the site is via Thames Avenue.

- 1.3 The wider surrounding area is urban in nature and is characterised by residential land uses of the north of the A1306 and industrial land uses to the south. The existing residential areas of South Hornchurch and Dagenham to the north of the site are separated by an area of Green Belt comprising the Beam River Corridor, Beam Washlands and Beam Parklands.
- 1.4 The application site does not form part of a conservation area, and is not located within the immediate vicinity of any listed buildings. It is however noted as potentially contaminated land and an area with potential archaeological significance. A high pressure gas pipeline runs through the site together with a Thames Water sewer.
- 1.5 The site is within the Rainham and Beam Park Housing Zone and within the area covered by the adopted Rainham and Beam Park Planning Framework.

2. Description of Proposal

- 2.1 The application is a cross boundary hybrid planning application so is also under consideration by the London Borough of Barking and Dagenham wherein a larger area of the site is located and where the larger proportion of the housing would be delivered. As a hybrid application the submission is made partly in outline and partly in detail. The application is accompanied by an Environmental Impact Assessment.
- 2.2 In summary, the proposed overall development comprises the following elements:
 - Provision of up to 2,900 new homes, of which 50% shall be designated as affordable (broadly 21% rent and 79% intermediate);
 - Provision a new railway station on the c2c line;
 - Provision of space for 2 No. three-form entry primary schools and nurseries;
 - Up to 5,272 sq.m of other support uses including commercial floorspace, medical centre and community facilities (Use Classes A1, A2, A3, A4, A5, B1, D1 and D2); and
 - Landscaping, open space and play areas.
- 2.3 The development is planned to be delivered over eight phases up to the year 2030. Planning permission is sought here for the detail of Phase 1 which is fully within Havering, whilst the remainder of the scheme (Phases 2-8) is submitted in outline, with part of Phase 2 being the only other phase located within the Borough.
- 2.4 A separate application for enabling “surcharging” works has already been approved by Committee. This pre-consolidation of the soil on site will

facilitate early commencement of Phase 1 (subject to permission being granted) and is acknowledged by the applicant as being carried out “at risk”.

2.5 Phase 1, applied for in detail, relates to the eastern portion of the site on land both east and west of Marsh Way with a combined frontage of approximately 330m to New Road. The proposed development will include the new railway station, new community facilities and commercial areas, including a health centre within a new station square and the site for a new 3 Form of entry Primary School. This phase will also contain 536 of the residential units proposed for the site. More detail is provided at para 2.7.

2.6 Phases 2-8, the later phases of development are being applied for in outline only at this stage. Phase 2 is the only subsequent element of the development which is located partly within Havering and approval is sought for the remainder of the residential accommodation (197 residential units) and facilities, including the Havering section of a proposed park either side of the River Beam. The masterplan suggests one frontage block of 7/5 storeys (45 units), one block of between 4 and 8 storeys height on the southern side of the site (79 units) and two plots 13 and 16 providing housing (50 and 23 dwellings respectively).

2.7 In order to enable later phases of the development to be adjusted to respond to prevailing circumstances and market conditions the outline element of the application does not include the following at this stage, which would need to be the subject of subsequent reserved matters applications:

Layout – the way in which the new buildings and streets within the site are provided and their relationship to buildings outside of the application site.

Scale – the height, width and length of each building proposed in relation to its surroundings.

Appearance – the aspects of the buildings and place which determine their visual impression.

Access – access within the site for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes.

Landscaping – the treatment of private and public spaces to create, enhance and protect the site’s amenity through hard and soft measures.

2.8 To give more detail of Phase 1, this would comprise;

- Provision of 536 dwellings (472 apartments and 64 houses) across 10 plots at a density of 88 units per hectare;
- 53% affordable housing provision (17% affordable rent and 83% intermediate housing, including shared ownership);
- A new rail station on the c2c line
- Nursey provision of up to 697 sqm;

- Up to 2,485.85 sqm of support uses (A1, A2, A3, A4, A5, B1, D1 and D2). At this time, it is expected that this will be made up of:
 - o 1,107.72 sqm GIA retail including a foodstore
 - o 91.48 sqm GIA management suite
 - o 1,500 sqm GIA medical centre
 - o 113.05 sqm GIA pharmacy
- 276 car parking spaces, which includes 63 for visitors and 2 for station staff;
- Room for 782 cycle parking spaces, 206 visitor cycle spaces and a minimum of 64 house cycle spaces;
- Detailed design of plots/ buildings 14, 17, J, H, K, L, U, V, W, X;
- 54,348 sqm of open space made up of roads, pavements, gardens and amenity space, including a linear park element designed to integrate with the Council's proposals for the re-invention of the A1306;
- Provision of an energy centre.
- An identified 0.8ha site for a new 3 form of entry primary school.
- Two vehicular access points are proposed, one 250m to the west of Marsh Way opposite the junction with Lower Mardyke Avenue, the other 85m to the east of Marsh Way

2.9 Plots within the detailed component of the application comprise:

- Plots 14 and 17 – 64 no 3 and 4 bedroom dwellings located in the central eastern portion of the site and provided in terraces of three storey houses, formed by 8 different house types, the majority with one or two off street parking spaces. The predominant roof type proposed is a rear facing mono-pitch. Block 14, the larger of the two, lies between two converging roads named by the applicants as a South Drive and Park Lane with garden depths varying from 4m to 20.5m.
- Plots U, V and W – 3 no. 5/6 storey residential blocks providing a total of 112 no, Studio, 1 and 2 bedroom apartments. The blocks to be located to the west of Marsh Way and set back from and parallel to the A1306, each with a central access core facing the road. Each flat above ground floor is provided with an inset balcony and each ground floor unit is provided with a patio leading to a personal semi-private garden area;
- Plot J – residential block on the south western side of the site with two elements identified as “Cubic”, a long 4 storey block aligned with South Drive, and “Warehouse” a taller 5/8 storey block at the western end and providing 67 no, 1, 2 and 3 bedroom apartments and duplex units;
- Plot H – 3/6-storey brick built residential block providing 30 no1, 2 and 3 bedroom apartments, located at the acute corner junction of South Drive and Park Lane with the Phase 1 management suite on the ground floor. Angular design is proposed to fit the site and

address the Station Square to the east, with recessed balconies at the ends and projecting balconies to the sides.

- Plot X – Part single, four and six storey brick built residential block with crèche/nursery on the ground floor with a secure open external area. The building would be located at the western end of Park Drive on the acute angled plot formed by the junction of Park Drive with the road serving Plots U, V and W. 16 no. 2 bedroom flats are proposed in the main block and one 3 bedroom duplex unit at the eastern end. Each unit would be provided with its own recessed balcony.
- Plots K and L – are located in the Station Square and Station Way areas situated next to the new railway station to the east of Marsh Way. This area would become the new local centre with a public square outside the station. Station Way would give access from the A1306 to the north and Block K is a large podium block defining the western edge of Station Way, and the northern and western frontages of Station Square. The northern edge of Block K would front onto New Road whilst to the west where it abuts the Marsh Way flyover the block encloses access and service spaces. Around the perimeter of the podium five apartment blocks varying in height from 6 to 9 storeys would be arranged around a podium garden with parking underneath. The ground floor would be occupied by commercial and community spaces plus a two storey 1,500sqm Medical Centre on the northern edge. The upper floors of Block K would provide 201 apartments ranging from studios to 3 bed units. Block L is broadly rectangular, 6 to 9 storeys in height and located to the east of the new station where it would partially enclose the eastern side of the Station Square. The ground floor would be occupied by retail, plant and an energy centre with 45 no, 1, 2 and 3 bed apartments on the upper floors.
- Beam Park Station – The new station will be located to the east of Marsh Way and positioned between the existing Dagenham Dock and Rainham railway stations on the Tilbury Loop Line of the London Tilbury and Southend railway (LT&S). The trapezoidal single storey building has been designed with its principle elevations aligning with the railway and at 90° to the other blocks surrounding the station square thereby enclosing the southern side. Facing the square a steel framed double glazed frontage is proposed with a more significant proportion of brickwork on its southern side framing a large passenger gateway/link through to the platforms. A deeply cantilevered crowned standing seam zinc roof is proposed. The platforms would lie outside of the site and as a result of high pressure gas pipeline and sewer easements.

2.9 The application is accompanied by a suite of supporting documents comprising the following:

- Location Plan, Parameter Plans, Detailed Plans (Phase 1), Supporting / Illustrative Plans

- Planning Statement
- Design and Access Statement and appendices including
 - Statement of Community Involvement
 - Energy Strategy
 - Utilities Report
 - Sustainability Statement
 - Construction Management Plan
 - Daylight/sunlight Assessment
 - Pipeline Risk Assessment
- Design Code
- Environmental Statement Non Technical Summary
- Environmental Statement and appendices including Scoping; proposed development; Construction and Site Waste Management Plan; Socio Economic Assessment; Land Contamination/ Ground Conditions; Flood Risk Assessment; SUDs Strategy and Water Framework Directive; Transport Assessment and Travel Plan; Air Quality Assessment; Noise and Vibration; Cultural Heritage/ Archaeological Assessment; Townscape and Visual Assessment; Biodiversity Survey and Report; Tree Survey/ Arboricultural Impact Assessment; Environmental Wind Assessment
- Draft S106 agreement.

3. Relevant History

- 3.1 Z0011.16 – Environmental Impact Assessment Request for a Scoping Opinion in relation to Beam Park redevelopment – Scoping Opinion issued jointly with LBBD
- 3.2 Z0001.17 – EIA Screening Opinion Request in relation to Phase 1 surcharging – Screening Opinion issued
- 3.3 P1226.17 - Application for enabling works to prepare site for development, including clearing of on-site structures, addressing contamination, importation and positioning of crushed material on site for up to 9 months (preventing future settlement), localised piling and installation of band drainage. – Approved
- 3.4 Z0001.18 - EIA Screening Opinion Request in relation to Phase 2 surcharging – Screening Opinion issued

4. Consultations and Representations

- 4.1 The proposals have been advertised as a major development by the display of site notices and by an advertisement in the local press. A copy of the planning application has also been available in Rainham Library. A total of 909 individual properties were notified directly of the proposals. The application is referable to the Mayor of London as it includes the provision of more than 150 dwellings. Site Notices were posted and a further advert

published when the Addendum to the Environmental Statement was submitted. Properties fronting onto or close to New Road and those who had previously objected were notified of the revisions to the application.

Representations

4.2 38 individual objections, one individual support and 52 returned pro-forma support forms from the pre-application exhibition have been received.

Objections can be summarised as follows:

- Too many flats, overdevelopment, already too crowded
- Risk of flooding from high tides on the Thames
- Very high water table in the area
- Inadequate green space
- Additional congestion on local roads
- More affordable housing for Havering residents is needed
- Affordable housing needs to be truly affordable, more housing for rent needed only 140 out of 2,900 proposed;
- Housing will be bought by wealthy people from outside of the Boroughs.
- Not enough parking, More residential parking required, should be more like 3 spaces per dwelling; every family has at least 2 cars, less than 1 space per dwelling (0.44) is ridiculous.
- Occupants will not use public transport, occupants will lose touch with family and friends that cannot use public transport as there are not enough visitor spaces.
- There should be a ban on "Sale for Let"
- Narrowing the A1306 New Road will cause added problems
- Addition of a further station will make already long bus journeys even longer
- Loss of local businesses
- Main aim is to make profits for developers, quality of housing will be poor;
- Inadequate infrastructure, Dr's dentists and schools;
- Wouldn't impose this on Upminster or Hornchurch
- Bus services and train services cannot cope
- Development need to foster integration between the north and south sides of New Road
- Some sections should be allocated as self build.
- Opportunity should be given to smaller developers to acquire smaller plots of several units.
- Should incorporate Homes for Life.
- Housing for the elderly should be incorporated provided by specialist builder or a retirement village
- Should be a focus on quality rather than quantity.
- Should be no more than 4 storeys high, 9/10 storeys is too high; will re-create the problems of high rise in the 60's and anti-social behaviour

- Ratio of flats to houses should be 50:50
- Ground is contaminated
- Do what is right for Havering not what Mayor Khan wants
- Rainham and Beam Park Planning Framework designates park View Living as no more than 4 storey and the Station area as 4 – 6 with possibly one 8. The proposals are well in excess of this. Rainham Station is nothing like this.
- Clarion site is approved at a much lower height
- Garden Suburb should be mainly houses. Scheme only proposes 20% housing.
- Parking at zero around Station is not in accordance with the emerging Local Plan.
- Designed as one community with no respect for boundaries
- Inadequate green space
- Road infrastructure requires improvement
- Will lower the quality of life for everyone.

4.3 Comment on representations:

4.3.1 The issues raised by objections where they relate to planning considerations are covered off within the relevant sections of the report. Objections which relate to non-planning matters or are value laden are not covered. Those which are not explicitly or implicitly covered are addressed below.

- Narrowing of the A1306 – This is not the subject of this planning application.
- Loss of local businesses – The site is currently vacant
- Self build – The Council does not have a policy on self build. The GLA own the site and have agreed terms with the applicant to develop the site.
- Garden Suburbs should be housing – A scheme which was predominantly housing would be neither commercially viable nor would it adequately address housing need or make a realistic contribution to the Borough's housing targets.
- Zero parking around station – No parts of the development are zero parking.

Consultation Responses

4.4 Cadent – advise of the presence of gas and electricity apparatus in the vicinity of the development including high pressure gas pipelines, low or medium pressure gas pipes; electricity transmission overhead lines; above ground gas sites and equipment; above ground electricity sites and installations.

4.5 Clinical Commissioning Group (CCG) - Request that the health care facility (located on the London Borough of Havering side of the development) is increased from 750 sq.m to 1500 sq.m.

Response

The applicant has agreed to increase the size of the health care facility to 1500 sq.m. The provision and details of this will be secured through the Section 106 legal agreement.

- 4.6 **Clarion Housing** – were consulted as the owners of the site 90 New Road (commonly known as the “Somerfield depot” site). Clarion advised that the bus loop shown on the submitted plans could not be implemented should they choose to implement the extant permission for the redevelopment of their site. The response acknowledged that the comment was being made in order to preserve their position and the ability to implement their scheme. Their wish to work with all parties and achieve a workable solution was emphasised.
- 4.7 **C2C** - C2C support the construction of the new Beam Park railway station.
- 4.8 **Environment Agency** – have no objections to the proposals subject to conditions securing an 8m buffer zone along the River Beam, land contamination (including a verification report, long term monitoring of contamination and previously unidentified contamination), borehole decommissioning, establishing minimum finished floor levels together with compliance with the submitted flood risk assessment.
- 4.9 **Essex and Suffolk Water** - no objections subject to compliance with Company requirements in relation to new connections.
- 4.10 **Greater London Authority (GLA)** - London Plan policies on Opportunity Areas, housing, urban design, inclusive design, flood risk, climate change and transport are relevant to this application. The application is not compliant with the London Plan but could become compliant with the London Plan if the following matters are resolved:

Affordable housing – In accordance with the Mayor’s Affordable Housing and Viability SPG and London Plan Policy 3.12, any proposal on public land under 50% will not qualify for ‘Fast Track’ and will be subject to robust interrogation of viability and a late stage review. Delivery of affordable housing should be maximised on this ex-industrial site in public ownership in accordance with the Mayor’s expectation that land in public ownership will make a significant contribution to the supply of new affordable housing. GLA Officers are working with the applicant to increase the provision of affordable housing to 50%.

Urban design – The master plan layout and massing strategy is strongly supported. The residential quality of Phase 1 is high although the Design Code should be strengthened to ensure the later phases follow suit, in order to comply with London Plan Policy 3.5.

Climate Change – The energy strategy does not fully accord with London Plan Policies 5.2, 5.6, 5.7 and 5.9. Further information regarding energy efficiency, over heating, the site wide network, district heating and renewable energy is required. The final agreed energy strategy should be appropriately secured by the Council along with contributions towards off site mitigation.

Transport – In order to comply with London Plan Policies 6.3, 6.4, 6.7, 6.9, 6.10, 6.12, 6.13 and 6.14, the strategic and local highways modelling and impact on bus services must be fully assessed and appropriate mitigation secured. Further detail is required on the site layout, off site pedestrian and cycle improvements and cycle parking. Electric vehicle charging points, car parking management plan, travel plans, delivery and servicing plan and construction logistics plans should be secured by condition or Section 106 agreement.

Response

Following the Stage 1 report, the applicant has responded as follows:

Affordable housing – The applicant has agreed to increase the affordable housing to provide 50% affordable housing together with an increase in the number of affordable family homes. This is discussed in detail further below.

Urban design – The applicant has agreed to establish minimum distances between habitable rooms to protect privacy and has agreed minimum floor to ceiling heights. The applicant has also confirmed that a mix of dwelling sizes and family homes will be provided within each phase. Confirmation has also been given that the detailed design work undertaken on the London Borough Havering side will follow through onto the LBBD side.

Climate change – Further information has been provided on the energy strategy. This is a high level site wide strategy with the details (demonstrating conformity with the site wide energy strategy) coming forward at reserved matters stage. The carbon offset levy will be secured through the Section 106 legal agreement.

Transport – Further information has been provided to TfL together with a financial contribution for public transport improvements. These will be secured through the Section 106 legal agreement.

4.11 Health and Safety Executive – advise that the proposed development lies within the HSE consultation distance for five major accident hazard pipelines but that having considered the proposals using their Land Use Planning Methodology the HSE does not advise, on safety grounds, against the granting of planning permission.

4.12 High Speed 1 - No objections.

4.13 **Historic England (Archaeology)** - recommend archaeological conditions including provision for conservation in situ, a written scheme of investigation and foundation design.

4.14 **LBH Education** – the proposed development falls in the Rainham and South Hornchurch primary planning area and the South secondary planning area. Due to the sustained and increasing demand for school places, further permanent expansion of existing schools and new school proposals are required. A deficit of school places is currently projected in this location and as such it is imperative that the new school proposed as part of the development is delivered within the first phase of the redevelopment to ensure that the additional school places required are secured at the right time to enable having to fulfil its statutory duty to provide sufficient school places for its population.

On the basis of the updated housing figures the child yield from the development when the GLA Population Yield calculator, which differentiates between unit size and tenure, is applied will generate the following number of pupils in each school phase:

Early Years: 161; Primary: 161, Secondary: 56 and Post-16: 27

4.15 **LBH Environmental Health** – no objections subject to the imposition of conditions related to contaminated land, air quality, noise and vibration

4.16 **LBH Lead Flood Engineer** – No objections

4.17 **LBH Highways (Streetcare)** – No in principle issues in terms of traffic and highway capacity or parking. There are a number of issues associated with the detailed Phase 1 which need to be addressed.

The New Road/Station Way junction should be amended to provide a central refuge to cater for pedestrians crossing and cyclists, including non-standard cycles.

The New Road/Site road opposite Lower Mardyke Avenue has insufficient detail to demonstrate how signals and crossings will be provided.

In Station Way the operation of the indicative bus loop and the route through this for cyclists should be reviewed.

The general road layout is considered to be acceptable although some clarification of one way areas is required. The site has good pedestrian permeability but with scope to provide some improved pedestrian priority.

The provision of east west cycling links through the wider site needs to be considered further.

Response

The request for a pedestrian refuge has been noted but may require some localised widening of Station Way which could impinge upon the scrapyard site. Every effort will be made to accommodate this as part of the S278/38 packages.

The comments about the western junction with New Road to improve cycle and pedestrian safety and movement will be incorporated into the S278/38 packages.

Any concerns about the operation of the bus loop can be addressed at the time that the land comes forward. As things stand the loop, stops and stands have all been designed in line with TfL's Accessible Bus Stop Design Guidance 2017 and all movements through the Station Square, Station Way and New Road have been tracked.

The area of one way operation has been clarified.

All streets within the layout are proposed to be traffic calmed streets with cycle and pedestrian priority. It is not possible to run a cycle path along the southern pedestrian route as this runs on top of a floodwater bund and is not wide enough. The opportunity will arise at Phase 2 reserved matters submission to review the form of crossing over the River Beam so that this might better provide for east/west cycle movement.

- 4.18 **LBH Waste** – advise of the requirements for houses presenting their waste and the need for flats to have sufficient storage area for waste and recycling bins.
- 4.19 **London Fire Brigade** –No objections but point out the Approved Documents that access to dwellings and other buildings will need to comply with. The Fire Hydrant Officer advises that eight new fire hydrants would be required for Phase 1.
- 4.20 **Metropolitan Police Designing Out Crime Officer** – Advise that the project has the potential to achieve a Secured by Design Gold Award and Schools 2014 Award and a Commercial 2015 Award. There are specific concerns in relation to various items, but all can be mitigated through Secure by Design applications and continued dialogue with the relevant Designing Out Crime units and officers.
- 4.21 **Natural England** – considers that the proposed development will not have significant adverse impacts on designated sites including the Ingrebourne Marshes and Inner Thames Marshes Sites of Specific Scientific Interest, and has no objection.

Natural England endorses the recommendations within the Ecology report and the adoption of best practice construction techniques in order to, as far

as is possible, mitigate the construction related impacts of the development. Mitigation measures including the replacement of lost habitat along the river Beam, the provision of brown roofs and that any final lighting regime should be sensitive to commuting routes and foraging areas for bats are supported. It is advised that mitigation should be put in place to ensure that the development does not result in any net increase in air pollution within its vicinity.

- 4.22 **Sport England** – Object to the application on the basis that the impact upon playing pitches and other sports provision has not been adequately addressed and that the development would therefore place an increased strain on existing facilities. It was suggested that the applicant should set out the proposed playing pitch and built sport facility provision (on and/or off site) that would clearly meet the demands that would be created by the proposed development and potentially address wider deficiencies.

Response

The applicant has provided further detail in the form of a Sports Strategy on the type of sports pitches and courts to be provided on the development. These essentially are the playing facilities of the two proposed primary schools. These facilities would be required to be dual use so that the community could access them outside of school hours. Emphasis is also given to the potential for informal sporting and recreational use of the proposed areas of park and grassland and the potential to integrate informal exercise and sports facilities as part of subsequent reserved matters applications.

Further response from Sport England suggested that a full size 3G pitch on one of the school sites might better provide for identified need. As an alternative suggested that off-site contributions could be directed to sites that need improvement. The efficacy of small scale provision is questioned as larger facilities are more sustainable and beneficial to community sport.

Response

The applicant has offered to make a financial contribution toward off site sports provision on a pro rata basis to the level of contribution being made for the improvement of off-site facilities in LBBD. This will be discussed in later sections of the report, however, in combination, the offer is considered to satisfy the objection from Sport England and assist with the provision of off-site facilities which would help cater for the future needs of the development and the wider recreational needs of the area.

- 4.23 **Steer Davies Gleave (Beam Parkway Design Team)** - Comment upon the need to align the designs and character areas with the proposals for Beam Parkway and for the development to engage with the communities to the north of the A1306. Comments are offered in relation to the proposed bus loop and the lack of a two way route through the site for buses. Detailed

comments are offered on the proposed junctions with New Road and the need to incorporate appropriate crossing facilities for New Road. The preference for a four way junction to the east of that proposed is advanced.

4.24 **Thames Water** - Surface water drainage is the responsibility of the developer. Proper provision should be made and storm flows should be attenuated. Prior approval is required if discharging to a public sewer. Public sewers cross the site. TW have identified that the existing waste water infrastructure is unable to accommodate the needs of the application. A Grampian style condition requiring a drainage strategy is required. A piling method statement condition also required.

4.25 Transport For London – TfL’s initial comments have been incorporated in the GLA’s stage 1 response.. There has been ongoing dialogue with TfL with both the applicant and LBH staff relating to the options for buses servicing the site.

5. Relevant Policies

5.1 Core Strategy and Development Control Policies Development Plan Document (DPD) Policies CP1 (Housing Supply); CP2 (Sustainable communities); CP9 (Reducing the need to travel); CP10 (Sustainable Transport); CP15 (Environmental management); CP16 (Biodiversity and geodiversity); CP17 (Design); CP18 (Heritage); DC2 (Housing Mix and Density); DC3 (Housing Design and Layout); DC6 (affordable housing); DC20 (Access to Recreation and Leisure including Open Space); DC21 (Major developments and open space, recreation and leisure facilities); DC29 (Education Premises); DC32 (The road network); DC33 (Car Parking); DC34 (Walking); DC35 (Cycling); DC36 (Servicing); DC40 (Waste Recycling); DC48 (Flood Risk); DC49 (Sustainable Design and Construction); DC50 (Renewable Energy); DC51 (Water supply, drainage and quality); DC52 (Air quality); DC53 (Contaminated Land); DC55 (Noise); DC58 (Biodiversity and geodiversity); (DC61 (Urban Design); DC62 (Access); DC63 (Delivering Safer Places); DC70 (Archaeology and ancient monuments) and DC72 (Planning obligations).

- Evidence base to the Planning Obligations SPD,
- Residential Design SPD,
- Designing Safer Places SPD,
- Sustainable Design and Construction SPD.
- Site Specific allocations DPD - Policy SSA 11;

5.2 **Rainham and Beam Park Planning Framework 2016**

- 5.2.1 The Council's adopted planning framework for the area sets a basis for the redevelopment of the site which is based upon the opportunity area designation of the London Plan and the Mayor's own planning framework for the London Riverside Area. The details in the Rainham and Beam Park Planning Framework (RBPPF) are particularly relevant as they reflect the Council's proposals for the delivery of the Housing Zone, declared in June 2015, in accordance with the Opportunity Area Planning Framework.
- 5.2.2 The RBPPF was adopted by the Council as the Planning Framework for the Housing Zone in January 2016. The purpose of the RBPPF was to provide a comprehensive and flexible plan for the Rainham and Beam Park area. It is a strategic document that aims to assist the Council in directing investment, as well as helping to guide and shape the quality of development coming forward. The RBPPF sets out design principles for new development and seeks to ensure that appropriate infrastructure is put in place. It establishes a strong vision based on five core aims. These are to create: a sustainable neighbourhood; a great place to live; a place with a strong identity; an accessible place; and a place with quality open spaces.
- 5.2.4 The RBPPF includes an illustrative masterplan, prepared to show how the area could develop over the next 15 to 20 years. The illustrative masterplan in this regard suggests potentially:
- 3,250 new homes, of which 1,000 would be houses;
 - 3,500-4,000m² new town centre uses in Beam Park including 2,000m² retail floorspace and a new railway station;
 - A new 2-form entry Primary School;
 - Health and community facilities at Beam Park Centre; and
 - An expansion of Havering College.
- 5.2.5 It is suggested that proposed new development should be predominately residential with a mix of town house and apartments with a variety of typologies, unit sizes and tenures important to achieve a mixed and balanced community. In respect of New Road, the Planning Framework suggests that this will be transformed from a traffic dominated hostile corridor into a tree-lined and friendly boulevard, making use of surplus road space. It is proposed to remodel junctions and to reduce the carriageway space to the optimal dimensions to accommodate anticipated future traffic levels.
- 5.2.6 Within the RBPPF, the site of this application covers both the Park View Living and most of the Beam Park Centre Character Areas to the west and east of Marsh Way respectively. Within the former a mixture of apartments and townhouses is suggested with townhouses comprising 20-25% of the total. A residential density of 100-120 units per hectare is suggested with building heights of two to five storeys. Maximum car parking standards of 0.5 space per 1 bedroom or studio unit; 1 space per 2 bedroom unit; 1.5 spaces per 3 bedroom unit; and 2 spaces per 4+ bedroom unit are recommended. Within Beam Park Centre a mixed use development is

promoted with a local centre next to a new railway station with active uses at ground floor and apartments on upper floors, a residential density of 180 – 200 units per hectare and building heights of 4-6 storeys, but with scope for additional height in landmark and waymarking locations.

5.3 London Plan:-

Policies: 2.13 (Opportunity and Intensification Areas); 3.3 (increasing housing supply), 3.4 (optimising housing potential); 3.5 (quality and design of housing developments), 3.6 (Children and young people's play and informal recreation); 3.7 (Large residential developments); 3.8 (Housing Choice); 3.9 (Mixed and balanced communities); 3.11 (Affordable housing targets); 3.12 (Negotiating affordable housing on individual private residential and mixed use schemes); 3.13 (Affordable housing thresholds); 3.17 (Health and social care facilities); 3.18 (Education facilities); 5.1 (Climate change mitigation); 5.2 (Minimising Carbon dioxide emissions); 5.3 (Sustainable design and construction); 5.9 (Overheating and cooling); 5.12 (Flood risk management); 5.13 (Sustainable drainage); 5.21 (Contaminated land); 6.3 (Assessing effects of development on transport capacity); 6.9 (Cycling); 6.10 (Walking); 6.12 (Road network capacity); 6.13 (Parking); 7.1 (Lifetime neighbourhoods); 7.2 (An inclusive environment); 7.3 (Designing out crime); 7.4 (Local character); 7.5 (Public realm); 7.8 (Heritage Assets and archaeology); 7.14 (Improving air quality); 7.19 (Biodiversity and access to nature); 8.2 (planning obligations); 8.3 (Community infrastructure levy).

- London Riverside Opportunity Area Planning Framework (OAPF)
- Housing SPG
- SPG Homes for Londoners 2017
- Shaping Neighbourhoods: Play and Informal space SPD
- Outer North East London Boroughs Strategic Housing Market Assessment (SHMA) 2016

5.4 National Policy Documents:-

- Nationally described space standards;
- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance.

6. Staff Comments

6.1 Strategic cross boundary application

6.1.1 Planning applications for development of more than 150 new dwellings must be referred to the Mayor of London. Such applications are identified as being of 'potential strategic importance' that could have implications for the delivery of the London Plan. Such applications must be referred to the Mayor in two stages. The first stage is prior to decision and the comments from the Mayor at Stage 1 are set out in the consultation section of this report. This sets out whether he considers that the proposal complies with the London Plan.

6.1.2 Following the resolution of this committee the application is due to be considered by the London Borough of Barking and Dagenham on 19th March. If both authorities agree their respective recommendations the decision they intend to take must be referred back to the Mayor with all relevant documentation, including draft conditions and draft S106 Planning Obligation. In the event that either authority resolves to refuse the application, the overall decision would be to refuse and this recommendation must also be referred back to the Mayor. The Mayor can then either allow the Council/s to issue the decisions in accordance with the resolution or where the Councils have resolved to grant he may direct the Council to refuse permission. The Mayor may also direct that he is to be the local planning authority for the application. The Mayor has 14 days to respond following receipt of the necessary documentation.

6.2 Principle of the development

6.2.1 Support for the redevelopment of brownfield sites such as that the subject of this application can be traced as a golden thread running from National planning policies as embodied in the NPPF, through the London Plan and Local Planning policy documents and frameworks. As brownfield land, the effective and sustainable re-use of such sites is promoted throughout.

6.2.2 Nationally the 'NPPF' 2012 sets out the overarching roles that the planning system ought to play. One of the key principles is that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. Para's 50 and 52 from the document seek to provide opportunities for achieving sustainable development, delivering a wide choice of high quality homes, widening opportunities for home ownership and creating sustainable, inclusive and mixed communities. The NPPF also states that housing applications should be considered in the context of the presumption in favour of sustainable development.

6.2.3 The London Plan identifies opportunity areas within London that are in real need of development and sets strategic policy directions. The opportunity areas are generally brownfield land and include the application site. Policy 2.13 of the London Plan sets out the requirements for planning decisions within the opportunity area. Of particular importance are the need to maximise housing output, promoting inclusive access including walking and

cycling and supporting wider regeneration, including improvements to environmental quality.

6.2.4 In terms of local planning policies, Policy CP1 expresses the need for a minimum of 535 new homes to be built in Havering each year through prioritising the development of brownfield land and ensuring it is used efficiently. Table 3.1 of the London Plan supersedes the above target and increases it to a minimum ten-year target for Havering (2015-2025) of 11,701 new homes or 1,170 new homes each year. The proposal for 733 units would be equivalent to 6.3% of the ten year target and the principle is therefore supported and would make an important contribution to meeting Havering's housing needs.

6.2.5 The site lies within the area covered by LDF site specific policy SSA11 (Rainham West) which seeks to deliver residential led mixed use development identifying the site for residential and ancillary education, community, leisure, recreation and retail uses, as well as a new railway station. The more recent RBPPF aligns with this policy and sets a clear vision for the future of the area. The principle of the redevelopment of the site is therefore supported at all levels.

6.3 Density, Scale and Site Layout

6.3.1 London Plan Policy 3.4 requires development to optimise housing output for different locations taking account of local context and character, design principles and public transport capacity. Within the opportunity areas the London Plan emphasises the key role that they are expected to make in meeting London's pressing need for new homes. The Housing SPG reinforces this and advises at para 7.5.8 that "Densities in opportunity areas.....may exceed the relevant density ranges in Table 3.2 of the London Plan, subject to development achieving the highest standards in terms of residential and environmental quality

6.3.2 In respect of the part of the site within Havering the applicant states that the density proposed ranges from 270 units per hectare (u/ha) around the station reducing to 45-48 u/ha to the east of the central Beam river park. Other plots have indicative densities of between 92-188 u/ha depending upon the unit typology.

6.3.3 Whilst the site currently has a low overall PTAL rating indicating poor accessibility which could not support the proposed densities, the provision of the new Beam Park Station as part of the development will increase the PTAL rating close to the station. The delivery of the bus turn around facility, as dealt with later in this report, would further increase PTAL levels around the station area.

6.3.4 In policy terms there are a number of documents which suggest differing levels as to the appropriate density for redevelopment in this area. However, they are all predicated upon an increased PTAL rating as a result

of the delivery of the new station. Policy SSA11 identifies a density range of 30-150 u/ha but suggests that densities above this may be acceptable within 100m of Beam Park Station once operational. The RBPPF indicates that densities of 180-200 u/ha are likely to be acceptable in the Beam Park Centre character area reducing to 100-120 u/ha in the Park View Living character area to the west of Marsh Way. London Plan Policy 3.4 sets out a density matrix at Table 3.2 for new residential development which gives varying densities for sites dependent upon their setting (Suburban, urban and central), the applicable PTAL level and the size of unit proposed. For the Beam Park site with a suburban/urban setting and a potential final PTAL level of 3 this would give a range from 35 to 170 u/ha. The OAPF does not specify a figure but suggests that “Development along New Road, around Beam Park....may be of a higher density flatted typology, with feature buildings introduced on corner sites or centres of activity to add interest, identity and to serve as way-finding features.”

- 6.3.5 Members will be familiar with the proposition that the density of a development is only one factor to be taken into account and that it should not be treated in a mechanistic manner. Other factors such as local context, design, public realm, transport capacity, social infrastructure and open space are all relevant in determining whether a scheme is suitable for a site.
- 6.3.6 Density on a plot by plot basis can also be a misleading guide as it makes no reference to the setting of the building, the quality of the architecture and environment and its amenity spaces. Block K located in Beam Park Centre for example is the largest building in Phase1 delivering 201 apartments. It incorporates five taller elements of up to 9 storeys and has the highest density. However, if the Beam Park Centre area of the development were treated as a whole for density purposes the area would have an overall density of 160 u/ha which is less than the target range identified in the RBPPF.
- 6.3.7 All policy and guidance is geared towards maximising the potential of the Beam Park area to provide a new thriving hub and new housing creating a sustainable mixed community, directing the highest densities to the area around the new station. Staff are satisfied that subject to it being demonstrated that the proposal will deliver the highest standards of residential and environmental quality that the proposed densities can be supported. Furthermore, as a large site with a significant degree of separation from neighbouring residential areas, it is quite acceptable for the development to establish its own character.
- 6.3.8 In terms of height and scale the development, both in detail and in outline, offers a range of heights from 2 to 9 storeys. The range of heights suggested by the RBPPF across both areas is set out at para 5.2.6 and varies from 2 to 6 storeys with scope for additional height up to 8 storeys at Beam Centre in key locations. Whilst the proposed storey heights may not comply with policy guidance, Staff are satisfied that there is a strong case

for acceptance given the particular nature of the site and the proposed development.

- 6.3.9 As will be referenced later in the report, the architectural quality of the buildings in Phase 1 is considered to be of the highest standard such that the new centre around Beam Park Station would be an attractive place to live and journey to and from. Secondly, even after the redevelopment of sites on the northern side of New Road, the separation distance across New Road between building frontages would remain significant; a minimum of over 40m in the vicinity of Plot K and over 60m in the case of Plots T, U, V and W where the presence of high pressure gas pipelines dictates the degree of setback from the highway. In this respect it is generally accepted that in street scene terms, the wider the road, the more readily it can accept, and arguably, needs larger scale, taller buildings in order to create a sense of place. This accords with the long term aspiration as set out in the RBPPF to turn the A1306 into a tree lined boulevard “Beam Parkway”.
- 6.3.10 In line with the strategy of the OAPF the buildings are also intended as waymarking and landmark features to lend identity and character to the new centre. Many of the apartment blocks are also of staggered, stepped height in order to create visual interest and to limit their impact.
- 6.3.11 Where taller buildings are proposed on the southern side of the site, as well as being more distant from the main road, they also provide a visual and noise barrier from the railway, HS1 and in the case of the Beam Park Living area, the Tesco Distribution Centre.
- 6.3.12 In relation to both height and density it is also pertinent to note that the RBPPF identifies Beam Park Centre (including the western end of the Somerfield site) and the Park View Living areas as having a “Illustrative Masterplan Capacity” of 575 and 690 units respectively. The actual number of units proposed within these areas are 246 and 487 respectively. The Somerfield element of Beam Park Centre equates to less than half of that site and the whole site currently has an extant permission for 497 units. Accordingly, it can be demonstrated that the proposed quantum of development is well within the capacities identified in the RBPPF, notwithstanding the density and building heights proposed.
- 6.3.13 Staff therefore conclude that the scale of the development is appropriate to the site and in accordance with the thrust of policy and guidance.
- 6.3.14 The layout of the site within Phase 2 is a reserved matter, but the masterplan approach with parameter plans ensures that there is a degree of certainty over the shape of the latter phases of the development. The masterplan provides for a residential led development with a new commercial hub (retail, food and drink and healthcare space) centred around a new (Beam Park) railway station. The remainder of the site on the LBH side would provide a range of homes together with a primary school.

- 6.3.15 The scheme is based on a simple grid layout of streets and squares which creates a legible and permeable layout. A hierarchy of streets are proposed which accords with the design principles in the RBPPF, providing a coherent urban structure.
- 6.3.16 The detailed elements employ a variety of heights to give emphasis to different areas, with taller blocks framing the square in front of the lower station building to aid with waymarking and identity, and taller corner buildings to act as markers and punctuation for views and junctions.
- 6.3.17 The outline element of Phase 2 includes both apartments and housing, with a layout which includes terraces and mews style environments incorporating shared surfaces on a north south/ east west grid which minimises the number of north facing gardens.
- 6.3.18 The layout also incorporates substantial areas of open space, both hard and soft, in addition to the Beam Park including wedges of green space, swales, a green link along the southern edge of the site and a substantial landscaped linear swath along the northern edge of the site which would add to and complement the Beam Parkway proposals. Other areas include the station square and a scheme to create a vibrant urban play area underneath the Marsh Way flyover.
- 6.3.19 Overall staff are satisfied that the layout is well founded and thought through and will provide a distinctive and attractive new housing and commercial area which would accord with the vision of the RBPPF.

6.4 Residential quality and design

- 6.4.1 Policy 3.5 of the London Plan advises that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment. To this end the policy requires that new residential development conform to minimum internal space standards. Nationally Described Space Standards have also been introduced which prescribe standards for a greater range of unit sizes and it is these that developments now need to meet. These are generally either the same or marginally less than the areas required by the London Plan.
- 6.4.2 Policy CP17 of the Core Strategy and Policy DC61 of the Development Control Policies DPD, seek to ensure that new development is well designed, functional, durable, flexible and adaptable as well as achieving a high standard of inclusive design and sustainable construction.
- 6.4.3 In design terms the approach has been to divide the site up into character areas with associated building typologies with the intention of creating a rich and varied urban experience.
- 6.4.4 Within Phase 1 there are 9 distinct Character Areas from Station Way and Station Square in the east, South Drive and South Gardens along the

southern boundary, Garden Street to the west and the linear park to the north bordering New Road. The Design and Access Statement and plans demonstrate the variety of architecture, materials and reference to traditional constructional techniques. The predominant building material is brick due to its robustness and weathering properties, with eight different colours and textures proposed as well as the use of banding and different colour mortar, pointing and coursing. The use of both recessed and protruding balconies will add further to the distinctive architectural quality proposed.

- 6.4.5 All dwellings within Phase 1 of the development would meet the prescribed standards, including room sizes and ceiling heights. Havering's Residential Design SPD does not prescribe minimum space standards for private gardens. The SPD does however state that private amenity space should be provided in single, usable, enclosed blocks which benefit from both natural sunlight and shading, adding that the fundamental design considerations for amenity space should be quality and usability. All dwellings should have access to amenity space that is not overlooked from the public realm. In this respect all houses would benefit from traditional private gardens, with the apartments benefiting from a range of courtyards, terraces or balconies designed to accord with the Mayor of London's SPG on Housing. Ground floor units within blocks have all been designed to have access to their own semi private amenity space and all above ground units on non-podium blocks would have access to private balconies designed to accord with the Mayor of London's SPG on Housing.
- 6.4.6 In terms of sunlight and daylight, an assessment has been undertaken for Phase 1. This demonstrates how the blocks have been designed to create dual aspect accommodation. Pockets of separation between the blocks allow light to penetrate surrounding streets and courtyards are widened to allow good levels of south facing exposure.
- 6.4.7 A Design Code for the site has been established which provides principles for subsequent reserved matters applications, including the schools, and to ensure that each character area deals with parking and services, internal courtyards, active frontages, punctuation and variations and breaking the form to avoid continuous monotonous facades in a consistent manner. Internal design work across a range of these character areas, including phase 2 demonstrates how the scheme can achieve minimum internal floorspace standards, accessible and adaptable units (compliance with Building Regulation requirement M4(2) and M4(3)), minimum floor to ceiling heights, maximum numbers of units per core, avoids single aspect north facing units and maximises dual aspect units as well as maintaining privacy through establishing distances between habitable rooms. It is recommended that compliance with Design Code is secured by condition to ensure these principles follow through into the detailed design stage.
- 6.4.8 Overall, the material submitted with the application demonstrates a strong urban design strategy which utilises a simple and traditional grid based

structure to provide a series of character areas along with a new public square, park and access to the River Beam. The grid based layout enables a series of connections north south and east west and establishes an associated hierarchy to the routes (those for vehicles, cyclists and pedestrians) to provide a very permeable and legible development for future residents.

6.5 Open space and landscaping

6.5.1 The open spaces and landscaping of any development are vitally important to providing a well functioning public realm and creating a sense of place and identity. Policies DC21 and DC61 both require the provision of adequate open space in major developments and underline its importance in creating a good urban environment.

6.5.2 Including private and semi-private garden and podium areas the development will deliver 77% open space with the most significant area being “Beam Park”, which at 2.5Ha would fall into the Small Open Space category. Within Phase 1 the landscape strategy consists of a variety of character areas which coincide broadly with the character areas for different building typologies. These incorporate the focal point more formal treatment proposed for Station square, incorporating a sunken garden, the dual use of flood compensation areas, a health trails, areas for formal and informal play and a linear park. All streets are intended to be tree lined with some areas including wider green wedges and other landscape features.

6.5.3 The public space within the development will have numerous overlapping uses and play spaces with a total of 6,937 sqm of play space, comprising a range of Local Areas for Play (LAPs), Local Equipped Areas for Play (LEAPs) and Neighbourhood Equipped Areas for Play (NEAP). Of this figure 2,437 sqm is proposed to be delivered in phase 1. The provision of play space accords with London Plan Policy 3.6 and staff are satisfied that the landscape and play strategy will help ensure the highest quality of development and assist with maintaining the best quality of environment for its prospective occupants.

6.6 Impact on adjoining sites and residential amenity

6.6.1 Both visually and physically the site is well separated from the existing residential areas to the north of New Road such that any direct impact in terms of privacy, daylighting and overshadowing would not occur.

6.6.2 The existing site is low lying and views of the site for the north are limited by the generally flat topography of the area which sits lower than the adjacent A1306/New Road. The quality of any existing views that are available might be described as poor, mainly due to the historic industrial nature of the area.

6.6.3 The proposed heights along New Road would vary from two to eight storeys, with the blocks around Station Square forming a cluster of taller

buildings which would have the most significant visual impact on the areas surrounding the site. Overall however, it is considered that the completed development will represent a significant improvement on existing views which are dominated by vacant post industrial land which makes no positive contribution to the area.

6.7 Transportation, Parking and Highways

- 6.7.1 Policy CP9, CP10 and DC32 of the Core Strategy and Development Control Policies DPD requires proposals for new development to assess their impact on the functioning of the road hierarchy. The overriding objective is to encourage sustainable travel and reduce reliance on cars by improving public transport, prioritising the needs of cyclists and pedestrians and managing car parking. A Transport Assessment has been submitted with the planning application as is required for all major planning applications.

Highways and Junctions

- 6.7.2 The potential impact upon the highway network has been extensively modelled using trip generation assessment techniques and data. The modelling methodology has been agreed with TfL and no significant adverse impact upon any highways within LBH is predicted. It has also been designed to enable linkages eastwards to 90 New Road and beyond towards Rainham village.
- 6.7.3 The street design has been undertaken in accordance with Manual for Streets. They have also been designed with good pedestrian provision, minimum carriageway widths whilst adhering to London Cycling Design Guidance. All highways identified for adoption would be subject to S38 Agreement with the specification and works being overseen by the Council's Streetcare Highways team and all junctions with the A1306 would be subject to S278 Agreements and similarly monitored.
- 6.7.4 The junction designs have been subject to design amendments following LBH comments and the arrangements as shown are now of acceptable design. However, the access to Station Way is unlikely to be capable of functioning for all manoeuvres with the A1306 in its current configuration such that right turns out would not be possible.
- 6.7.5 The bus loop indicated on Station Way would require land that is currently used as a scrapyard to the east which the Council are actively attempting to bring into the equation. It would also require land from the site of 90 New Road (the Somerfield site) and pre-application discussions are currently ongoing in relation to a fresh application for that site based upon the inclusion of that land.
- 6.7.6 The Council and TfL's preference in the long term would be for the main access junction to be located to the east of its current proposed position such that a four way traffic light controlled junction with Askwith Road could

be provided. This is a long term aspiration and involves land outside the applicant's control. Nevertheless, agreement to work towards these ends and to contribute towards its construction should the land come forward in a reasonable timeframe is being negotiated as part of the S106.

Public Transport

- 6.7.7 A new railway station (Beam Park Station) on the C2C (London Fenchurch Street – Tilbury Southend line) is proposed in Phase 1 of the development. The station building (ticket office, public and staff facilities) will be delivered as part of the proposed development with Network Rail delivering the rail elements such as platforms in parallel. The station is proposed to open in 2020.
- 6.7.8 TfL have advised that their modelling indicates that 6 of the main local bus routes which would serve the new development would be operating over capacity as a result of the increased demand from the proposed development. The bus network will evolve with the road network as each phase is built out, and would be continuously monitored and reviewed by TfL as part of their ongoing bus network planning process.
- 6.7.9 In order to facilitate improvements to bus capacity the S106 legal agreement would provide for a phased sum to be provided to enable the bus services to respond to the growing demand.
- 6.7.10 New developments start to be occupied well before the road infrastructure is complete or finished to a final wearing course. It is not normal for bus services to commence until such time as any road it is due to use has been finished. Accordingly, In the early stages of the development buses would continue to stop on New Road which is still well within easy walking distance of the new station and would be acceptable to TfL. As the scheme progresses and as and when other land become available it would be the aim for the bus loop to be built out which would provide bus stops close to the new station and a bus stand which TfL have identified as needed.

Car Parking

- 6.7.11 The application makes provision for 1525 residential car parking spaces across the whole development which equates to an overall car parking ratio of 0.53 spaces per residential unit. Within Havering the overall ratio is lower at 0.44 spaces per unit reflecting the proximity to the new rail station and consequent higher predicted PTAL levels. Within Havering the ratio of parking also varies from east to west, being at its lowest within the Beam Park Centre area of the site where Blocks K and L providing 246 residential units would be provided with 62 private parking spaces, a ratio of 0.25 spaces per unit, whilst the parking ratio within the Havering element of Phase 2 would provide 0.57 spaces per unit. Parking for housing would vary between 1 and 2 spaces per dwelling across Phases 1 and 2 within Havering with an overall provision at 1.12 spaces per unit either as on plot

parking or managed private (residents permit spaces). There would in addition be a further 42 visitor spaces within or adjacent to the housing areas. The Apartment Blocks to the west of Marsh Way within the Beam Park Living area of the site would be provided with predominantly private managed car parking areas with parking ratios overall of 0.33 spaces per dwelling. In addition a further 60 visitor spaces would be available.

6.7.12 In Policy terms these levels of car parking would be compliant with all applicable car parking standards which are universally expressed as maximum standards, but it would be less than the maximum as expressed in the RBPPF, London Plan and LDF. The RBPPF accepts that a lower car parking provision is to be expected within the Beam Park centre itself in order to accommodate the higher densities needed to support the vitality of the centre. Where there is less than one space per unit DC2 requires that restrictions are placed on occupiers of flatted development so that they are ineligible for resident parking permits. This would be reflected in the S106 legal agreement.

6.7.13 The level of visitor parking proposed would exceed the minimum level of 10% expressed by the RBPPF and a total of 109 accessible spaces would be provided within Havering which would exceed the London Plan standard. Active and passive electric vehicle charging points will be provided in accordance with London Plan standards. Conditions can be imposed securing this in the event Members are minded to grant planning permission.

6.7.14 Parking for the schools will be determined when each site comes forward for reserved matters consent, but this will be contained entirely within the allocated area for each school.

6.7.15 To cater for those residents that would need the occasional use of a car it is proposed to provide 10 car club spaces throughout the development with a minimum of 2 spaces in Havering. The developers would be responsible for bringing a Car Club provider on board and the S106 legal agreement would provide funding for residents first year of membership.

6.7.16 In order to ensure the control of car parking on site and within the residential area to the north of the A1306 provision is made within the S106 to secure appropriate funding to fund the introduction of Controlled Parking Zones. This would also provide funding to offset the cost of permits for existing residents. As there is less than one space per unit DC2 requires that restrictions are placed on occupiers of the development so that they are ineligible for resident parking permits. This would apply to the CPZ on the northern side of the A1306 and would be reflected in the S106.

6.7.17 In view of the improved accessibility resulting from the development of the new station and improved bus services, together with the measures described above, staff consider the level of parking provision proposed is acceptable and in accordance with all relevant standards.

Walking and Cycling

6.7.18 The masterplan demonstrates a strong emphasis on sustainable modes of transport. The development seeks to provide high quality pedestrian and cycling infrastructure with a network of routes and a high degree of permeability. The site's highway network will be designed to London Cycling Design Standards and will allow for future connections to both east and west. The Section 106 legal agreement includes a requirement for a site wide 20 mph zone. Green links along the linear park and to the south along the flood embankment would meet the objectives of both the OAPF and RBPPF to improve linkages. This connectivity would help to further encourage a reduction in car usage in accordance with NPPF and development plan policies.

6.8 Housing

6.8.1 Policy DC6 of the LDF and Policies 3.11 and 3.12 of the London Plan seek to maximise affordable housing in major development proposals and Policy DC2 has the objective of delivering 50% of new homes across the Borough as affordable which is reiterated in the RBPPF. The Mayor of London Supplementary Planning Guidance "Homes for Londoners" (2017) sets out that where developments propose 35% or more of the development to be affordable at an agreed tenure split, then the viability of the development need not be tested, this is known as the "Fast Track Route". However, where the land is in public ownership the SPG recognises that a greater contribution to affordable housing should be made and proposals should deliver 50% affordable housing in order to qualify for the "Fast Track Route".

6.8.2 As submitted the application proposed 35% affordable housing. However, the Mayor's SPG had been adopted by the time the application was referred to him and as a result the application has been amended in order to achieve the 50% affordable housing requirement as the site is publicly owned.

6.8.3 Across both phases of the Havering part of the development 733 units would be delivered providing a range of accommodation from studio apartments to 4 bedroom houses. The breakdown of unit size, typology and location is shown in the following table (Figures for Phase 2 are indicative)

Phase	Unit Type	Unit size				Location (RBPPF definitions)	
		1 bed	2 bed	3 bed	4 bed	Beam Park Centre	Park View Living
1	Apartment	194	239	39		246	226
	House			34	30		64
2	Apartment	37	76	11			124
	House		8	35	30		73
Total		231	323	119	60		

- 6.8.4 The RBPPF identified that the appropriate housing mix for Beam Park Centre should comprise apartments above commercial uses whilst the Park View Living area should include 25% 3 storey houses. As can be seen from the above table the proposal gives a close match to the suggested mix with the % houses within the Beam Park View area actually exceeding the figure proposed in the RBPPF.
- 6.8.5 The affordable housing component would comprise 285 apartments in Phase 1 (101 no. 1 bed, 161 no. 2 bed and 23 no. 3 bed) and in Phase 2 it is currently indicated as 79 apartments and 16 houses (9 no. 1 bed, 59 no. 2 bed and 11 no. 3 bed apartments plus 12 no. 3 bed and 4 no. 4 bed houses).
- 6.8.6 The tenure split of the affordable housing is proposed as 81% intermediate housing and 19% affordable rent. The precise mix of the intermediate housing is not yet fully established as there would be a degree of flexibility on the part of the Affordable Housing provider. However, it would include a high percentage of shared ownership together with elements of London Living Rent (a new type of rent to buy product for middle income earners).
- 6.8.7 Policy 3.8 of the London Plan identifies potential for the Private Rented Sector (PRS) to help deliver new residential development as part of town centre intensification initiatives in areas benefiting from good transport connectivity. For Members information, the term PRS is a sector of residential development built exclusively for private rental purposes (as opposed to the more traditional build for sale) and is generally financed by large institutions (such as pension funds seeking long term investments) who typically hold and manage the development for periods of between 15-20 years. Following this, the development may then be sold on the open market. Typically, the PRS market targets economically active young professionals.
- 6.8.8 The proposed development may include some PRS units although it is not definite. The introduction of PRS units (along with other types of tenures such as shared ownership, intermediate rent and starter homes) would however be consistent with the Council's strategic objective to provide a

greater mix and balance of housing products. Therefore the Section 106 legal agreement will include clauses to ensure that the provider of any PRS units commit to prioritising residents who live and or work in the Borough when marketing and identifying suitable tenants together with housing management clauses.

- 6.8.9 Whilst the proposed mix may not be entirely in line with the immediate wider housing needs of Havering, which would favour a higher proportion of rented units, Staff are satisfied that the quantum and variety of tenure of the proposal is appropriate for this location, in accordance with policy and that it will ensure the delivery of a properly mixed and balanced community.

6.9 Education

- 6.9.1 In accordance with para 72 of the NPPF, great weight should be attached to the need to create, expand or alter schools in order to ensure that sufficient choice of school places is available to meet the needs of existing and new development. London Plan Policy 3.18 and LDF Policy DC28 also support proposals to enhance the provision of educational facilities.

- 6.9.2 In terms of education provision, the overall application makes provision for 2 three form primary school sites (including nursery provision), one in each borough. Within Havering provision is made for a 0.8 ha site for a new three form entry primary school within Phase 1 to the west of Marsh Way and a children's nursery. The nursery would be provided on the ground floor of Block X whilst the applicants intention would be for the school site to be serviced up to its boundary with the site being provided at no cost.

- 6.9.3 All Local Authorities have a statutory duty to ensure that there are enough school places available in the borough to accommodate all children who live in the borough and might require one. In this instance Havering would work with an identified School provider to bring the school forward using funds secured by the provider from the Education and Skills Funding Agency. Negotiations on this front are already well advanced and the terms of the transfer would be agreed through the S106 legal agreement and is likely to be the freehold interest of the site to the Council. The school would be promoted through a reserved matters planning application. The S106 legal agreement will include the requirement that the sports facilities which includes sports pitches and a MUGA, are made available to the community outside school hours.

- 6.9.4 The provision of Secondary and 16+ Education places would be secured by a financial contribution based upon the predicted child yield arising from the development multiplied by the cost of the provision per place. This is calculated at £1,779,852.

6.10 Healthcare

6.10.1 The application is accompanied with a Health Statement which identifies the number of health care facilities and GP's within the locality. The Environmental Statement submitted with the application estimates that the proposed development could generate in the region of 4318 additional residents overall. Accordingly, the application makes provision for a 1500 sq.m healthcare facility to be located over two floors of the New Road frontage element of Block K within Beam Park Centre.

6.10.2 The floorspace of the healthcare facility was increased from 750sqm in response to feedback from the local Clinical Commissioning Group (CCG). The facility will enable the CCG to co-locate a range of health and social care services within one building to tackle the multiple needs of households in a joined-up way. The facility will comprise multi-disciplinary teams that will collaborate closely with the voluntary and community sector and others to help deliver early intervention and preventative support. The CCG have confirmed the size of the facility is now acceptable and have entered into agreement with the applicant to run health care services from the new facility. Matters regarding the length of the lease, fit out details and service charges will be secured through the Section 106 legal agreement.

6.11 Community facilities

6.11.1 In terms of community facilities, the application includes a multi faith place of worship/community hall on the LBBD side. Following discussions with LBBD, the applicant has increased the size of the building from 600 sq.m to a minimum of 800 sq.m up to a maximum of 1200 sq.m (subject to there being no detailed design constraints).

6.11.2 In Havering it is indicated that the ground floor of Blocks K or L forming the commercial hub could provide a 260sqm community facility subject to demand and uptake, matters which would be dealt with on a commercial basis.

6.12 Recreation and Sport

6.12.1 In terms of access to formal sports facilities, aside from a private gym incorporating a two lane swimming pool on the LBBD side, the proposed development relies heavily on the dual use of the playing/sports facilities associated with the two primary schools which will be made available to the community outside of school hours. Given the lack of other more readily available formal sports facilities on site, this is likely to give rise to extra pressure on existing Council formal sports facilities within the borough.

6.12.2 Whilst the dual use of facilities is encouraged by Policy DC20 the Council's Health and Wellbeing Manager has identified that a financial contribution towards the provision of a full sized 3G pitch within easy travelling distance from the site would be the top priority for Section 106 funding. Members

may be aware that Cabinet approved a Playing Pitch Strategy and Action Plan as part of the proposed Submission Havering Local Plan in July 2017.

- 6.12.3 In view of this the applicant has agreed to make a financial contribution towards this preferred provision on a pro rata basis to the level of provision agreed towards facilities in LBBD. In combination with the dual use of the primary school sports facilities on site, the financial contribution will mitigate the impact of the development on existing sports facilities, address the requirements of the Playing Pitch Strategy and is considered to satisfy the concerns raised by Sport England.

6.13 Sustainability, energy efficiency and climate change mitigation

- 6.13.1 London Plan Policies 5.1 (climate change and energy assessments), 5.2 (carbon dioxide emissions savings), 5.3 (sustainable design and construction), 5.5 and 5.6 (decentralised energy), 5.7 (renewable energy) and 5.9 (overheating and cooling) along with Policy CP15 of the Core Strategy and Policies DC49 and DC50 of the Development Control Policies DPD requires all major and strategic developments to meet a high standard of sustainable design and construction. Most recently, Policy 5.2 of the London Plan requires residential buildings to be zero carbon and non-residential buildings to make a 35% saving in carbon dioxide emissions below current (2013) Part L Building Regulations.

- 6.13.2 The application has been accompanied by both an energy strategy and sustainability statement. The energy strategy demonstrates that a 35% reduction in carbon dioxide emissions (below current (2013) Part L Building Regulations) will be met on site through a combination of:

- 1) Passive design measures such as orientation of dwellings for solar gain which will also combat overheating, for example, the balconies on the apartment blocks will provide shading during the summer;
- 2) Energy efficiency measures through enhanced building fabric (such as high performance glazing and insulation, improved U values (to improve air tightness and minimise heat loss) and efficient lights and appliances;
- 3) Supplying energy efficiently through two combined heat and power plants (CHP) to provide hot water and heating throughout the year. Back up gas boilers would be provided to meet peak heating loads and provide backup in the event of CHP downtime or during maintenance. The CHP plants would be housed in two energy centres on site (one in each borough) with all connecting pipework buried below ground and;
- 4) Through the use of Photo Voltaic (PV) panels to generate renewable electricity. The energy strategy estimates that approximately 11,000 sq.m of roof space would be needed to accommodate the amount of

PV panels necessary to achieve the on site 35% in carbon dioxide emissions. An assessment of available roof space indicates there is around 20,000 sq.m of suitable roof space.

6.13.3 The energy strategy concludes that these measures in combination would provide a 35% saving in carbon dioxide emissions on site. The residual 65% (for the residential element to be considered zero carbon) would be achieved via a financial contribution for off-site projects. The energy strategy indicates that the remaining carbon dioxide emissions would be in the order of 2457 tonnes. The Mayor of London has a formula for calculating the financial contribution for the carbon offset levy which is broadly equivalent to £1800 per tonne (multiplied by the remaining carbon dioxide emissions) which would equate to a total contribution of £4,423,000, although this would likely be reduced following further detailed design of the development. This contribution would be split proportionately between both boroughs.

6.13.4 The sustainability statement advises that the key sustainability objectives for the development revolve around promoting sustainable communities, health and wellbeing, energy, water, waste, materials, travel, climate change adaptation and ecology and biodiversity. These objectives will underpin the detailed design, construction and operational stages of the development. In addition, the non-residential component will be designed to achieve a minimum Building Research Establishment Environmental Assessment Method (BREEAM) 'Very Good' rating. The application is accompanied with an indicative pre-assessment which demonstrates that this is achievable.

6.13.5 In light of the above, it is considered that the energy strategy and sustainability statement together with the BREEAM 'Very Good' targets are acceptable and demonstrate that the development is designed to encourage consideration of environmental, social and economic sustainability issues at an early stage in the development process. The development has applied the principles of using less energy and using energy efficiently and therefore accords with London Plan Policies 5.1 (climate change and energy assessments), 5.2 (carbon dioxide emissions savings), 5.3 (sustainable design and construction), 5.5 and 5.6 (decentralised energy), 5.7 (renewable energy) and 5.9 (overheating and cooling), Policy CP15 of the Core Strategy and Policies DC49 and DC50 of the Development Control Policies DPD

6.14 Flood risk and sustainable drainage

6.14.1 The site lies within Flood Zone 3 and is at risk from fluvial flooding from the River Beam and tidal flooding from the River Thames. Flood Zone 3 is the most vulnerable and residential development is only appropriate subject to passing two tests in accordance with the guidance in the NPPF and NPPG known as the sequential and exception tests. The aim of the sequential

test is to steer new residential development to areas with the lowest probability of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. If, following application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the development to be located in zones with a lower probability of flooding; the Exception Test can be applied if appropriate.

6.14.2 The housing site allocations in the Site Specific allocations DPD adopted in 2008 were made to meet Havering's housing needs at that time and included sites situated within lower flood risk zones. These have already been developed or have planning permission. Therefore, there are no sequentially preferable sites that have been identified as suitable for housing that could accommodate the proposed development that are currently available and that would enable Havering to meet its housing needs. There are additional sites being considered as part of the Havering Local Plan preparation, including those identified with the Rainham and Romford Housing Zones, however, these have yet to go through detailed assessment, including sequential testing.

6.14.3 As there are no sequentially preferable sites available, the exception test needs to be applied. For this to be passed;

- it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk; and
- a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

6.14.4 In relation to point one of the Exception Test, the proposed development is located on a brownfield site where all key policies identify as the priority sites for redevelopment in order to achieve a range of economic, social and environmental objectives. In the case of this development it will deliver on the sustainability front by the co-location of much needed housing, education, and recreational areas together with transport improvements necessary to service them.

6.14.5 A site specific Flood Risk Assessment was submitted as part of the application in connection with the preparation of the ES. Flood risk is the probability of flooding and the consequences of flooding. Hence "managing flood risk" involves managing either the probability of flooding, or the consequences of flooding, or both.

6.14.6 To reduce any impacts from the development and help alleviate any flooding from third parties a drainage strategy is proposed which incorporates multiple storage basins and SuDs techniques. Landscaped

flood management storage basins and swale networks either side of the River Beam have been designed to work as a single flood storage system. The minimum required finished floor levels of the buildings and bund levels have been defined and placed above the maximum flood levels across the site. The swale network is also intended to cope with surface water runoff and has been designed to limiting this to a greenfield rate

6.14.7 Proposed SuDs include green roofs on all flat roofs, permeable pavements and surfaces, swales and a small detention basin. Infiltration, permanent water features and soakaways are not suitable for the site owing to the potential risk from downward migration of contamination.

6.14.8 The Environment Agency have confirmed that subject to the Sequential Test being passed and the Exceptions Tests being satisfied that the FRA satisfactorily demonstrates that the proposed development will remain safe and free from internal flooding up to and beyond fluvial flood event scenario of 1% annual probability, plus allowance for climate change adequate for the Thames catchment basin. It also confirms that the FRA makes an accurate assessment of the tidal flood risk on site. LBH Flood Engineer has also confirmed that he is satisfied that the development is acceptable. ON this basis staff are satisfied that the development would comply with Policy DC48 as well as other relevant policy and guidance on flood risk and sustainable drainage.

6.15 Contamination and ground conditions

6.15.1 An assessment of ground conditions has been submitted with the planning application as part of the Environment Statement. This considers the potential impact from contamination both for workers during construction and on future occupiers of the development.

6.15.2 As part of the development it is proposed that hotspots of contamination will be removed reducing the potential effect on human health from contamination to a point where it is negligible. Staff are satisfied that all potential risks from contamination, ground gas and the creation of pathways for the downward migration of contamination as a result of piling, can be adequately safeguarded by appropriate conditions as recommended by the Council's Environmental Health and Protection Team and the Environment Agency. The proposals are therefore considered to comply with Policy DC53 of the LDF and Policy 5.21 of the London Plan.

6.16 Noise and Vibration

6.16.1 Chapter 11 of the Environmental Statement explains that an environmental sound survey has been undertaken to establish the current sound climate of the application site. This demonstrated that the highest noise levels occur alongside Marsh Way and the railway. The potential change in noise levels arising from the development which would be predominantly road

noise, has also been assessed. The results show that the increase in noise levels is likely to be negligible.

- 6.16.2 Vibration monitoring was also carried out to determine the vibration levels associated with train movements on the railway line to the south of the site. Based upon the measured values and British Standard guidance it is concluded that the vibration levels on site are well below the level at which there is likely to be any adverse impact.
- 6.16.3 During the construction phase there are potential noise impacts on nearby residential receptors. The Construction Environmental Management Plan will help to minimise this impact but cannot eliminate noise generation. The overall impact of noise and vibration during the construction phase is assessed at worst as temporary minor adverse.
- 6.16.4 Staff are satisfied that subject to appropriate conditions to monitor noise and vibration during construction; to ensure that suitable mitigation is employed to ensure that internal noise standards are met; and to set appropriate noise limits for the uses proposed, that the proposal is acceptable in noise and vibration terms and would be in accordance with Policy DC55 of the LDF and other applicable policies and guidance.

6.17 Hazardous Installations

- 6.17.1 There are a number of high pressure gas pipelines running through the site which are identified by the HSE as hazardous installations, these are the Horndon to Barking pipeline which runs to the south of the southern boundary and serves Barking power station. Within the site the Mardyke to Dagenham pipeline also follows the railway corridor to the south of the site, but then turns to run parallel to the River Beam, also feeding a pressure reduction station located to the east of the River Beam. The third pipeline is the Romford to Baker Street Pipeline which runs parallel to the rail line close to the southern boundary to the east of Marsh Way, then turning 90° north to align with the western side of Marsh Way before turning 90° west to follow the southern side of New Road up to the River Beam from where it turns 90° north to flow the same route along the River Beam as the Mardyke to Dagenham pipeline.
- 6.17.2 Other features of note are the gas pressure reducing station mentioned above and a Thames Water main sewer which follows a similar route to the Romford to Baker Street Pipeline.
- 6.17.3 The scheme has been designed to avoid and keep clear of all of these features including the inner and middle protection zones for the pipelines and any easements that apply. All work close to the pipelines and sewer will be required to follow the applicable National Grid/Cadent/Thames Water guidelines for safe working practice and specifications for landscaping, planting and species will be similarly controlled. The gas

pressure reduction station will be located within the Beam Park open space adjacent to the River and would be securely fenced as at present.

- 6.17.4 Neither the HSE of Thames Water raise objections and it is considered that the scheme responds appropriately to the presence of these known hazards.

7 Consideration of Environmental Impact Assessment

- 7.1 The application constitutes Environmental Impact Assessment (EIA) development given the size of the development proposal. The application has therefore been accompanied with an Environmental Statement (ES) which assesses the impact of 1) socio economic (the impact of the construction phase in terms of economic and employment opportunities, housing, education, health, open spaces and community facilities); 2) ground conditions; 3) hydrology and the water environment; 4) transport and access; 5) air quality; 6) noise and vibration; 7) archaeology and cultural heritage; 8) townscape and visual; 9) ecology; 10) impact interactions and 11) operational effects. An update to the Environmental Statement (an ES Addendum) was submitted in November 2017 this essentially was an update to the ES following the results of strategic transport modelling of the wider highway network which had not been completed at the time the application was originally submitted. The ES Addendum considered the impact of the strategic transport modelling on the relevant chapters of the ES, those being transport and access, air quality and noise and vibration.

- 7.2 The purpose of Environmental Impact Assessment (EIA) is to enable a full evaluation of the potential impacts of the proposed development upon the environment, looking at the scale and magnitude of those impacts both during and post construction, how likely they are to occur and how wide an area they could be predicted to affect. Potential mitigation for any such impacts is also assessed. It is a requirement that the decision maker properly considers the range of impacts which might occur and that this is acknowledged in its decision.

- 7.3 Several of the areas covered in the ES have already been dealt with in previous sections of the report where they have been informed by the impacts identified therein. A brief summary of the impacts for those areas which have not been addressed include the following.

7.4 *Socio Economic*

- 7.4.1 In terms of employment, there are benefits associated with the construction and operational phase. Once the development is complete, up to 141 net new local jobs are anticipated. The overall impact is assessed as minor beneficial.

7.4.2 In terms of housing, the provision of a proportion of affordable housing will help to reduce the barriers to housing which was identified as a pressure in the local area in terms of need and affordability. A new resident population will contribute to the local economy through their spending along with Council Tax revenues. The overall impact is assessed as major beneficial.

7.4.3 In terms of the impact of the new population of services and facilities, this will increase demand for new school places, GPs, dentists and on current open space provision. However, this is qualified through mitigation measures including the provision of new schools, healthcare facilities and open space. These will be secured through the Section 106 legal agreement. The overall impact ranges from negligible to minor beneficial.

7.5 *Air Quality*

7.5.1 During the construction phase there are potential dust impacts on nearby residential receptors. The CEMP will help to minimise this impact but cannot eliminate dust generation. The overall impact of dust during the construction phase is assessed at worst as temporary minor adverse.

7.5.2 Once the development is complete, air quality levels would remain at acceptable limits although it is noted that both boroughs are within Air Quality Management Areas. The air quality effects of road traffic generated by the proposed development are not considered significant and the overall impact is assessed as neutral.

7.5.3 The ES Addendum on noise and vibration has concluded that the revised highway modelling work has identified that noise levels from updated traffic flows are similar to the predicted change in noise levels presented within the original Environmental Statement. The ES Addendum concludes that the revised highway modelling work would not materially affect noise conditions for dwellings within the proposed development.

7.6 *Archaeology and Cultural Heritage*

7.6.1 The archaeological survey work carried out has contributed to the understanding of the area. The application proposes further archaeological investigation and until this is completed, the overall impacts cannot be summarised fully. However, archaeological information gathered to date would indicate the overall impact to be no more than minor adverse.

7.7 *Ecology*

7.7.1 The site supports low numbers of breeding birds and bat surveys have found that the River Beam is used in reasonable numbers by foraging and commuting bats. Loss of habitat during the construction phase is assessed as having a negligible impact.

- 7.7.2 Once the development is complete, a programme of habitat creation of a larger area and more diverse character would be provided adjacent to the River Beam which is assessed as a permanent minor beneficial impact. Furthermore, the development would provide green and brown roofs, bird and bat boxes together with habitat suitable for bats and bird species such as the Black Redstart. However, the development would result in some degree of habitat severance and light spill. The overall impact is assessed as ranging from minor adverse to minor beneficial.

7.8 Conclusions

- 7.8.1 The Environmental Statement and ES Addendum highlight that temporary adverse impacts may be experienced by existing adjoining occupiers or early stage occupiers associated with the construction phase such as noise, air quality, traffic and visual impacts.
- 7.8.2 Operationally, the delivery of new homes, improvements in local transport infrastructure, increased local spending, new community facilities and improved habitat, landscape and townscape provide beneficial outcomes. The overall impact of the development is assessed as a mixture of temporary and permanent adverse and beneficial outcomes which are detailed more fully in the Environmental Statement and ES Addendum. It is however, the Officer view that there are no permanent significant adverse impacts arising from the proposed development that cannot be minimised through mitigation.

8. S106 Contributions

- 8.1 Regulation 122 of the Community Infrastructure Levy Regulations 2010 (CIL Regulations) states that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:
- (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.
- 8.2 Policy DC72 of the Council's LDF states that in order to comply with the principles as set out in several of the policies in the Plan, contributions may be sought and secured through a Planning Obligation. Policy 8.2 of the London Plan states that development proposals should address strategic as well as local priorities in planning obligations.
- 8.3 The proposed development providing for up to 733 units within Havering will have significant implications for local community facilities. A number of elements of such are provided for by the development including the rail station, a site for a primary school and a 1,500 sqm healthcare development. However, the delivery of these and other aspects referred to in previous sections are considered necessary to make the development

acceptable. A Section 106 Legal Agreement to be agreed in conjunction with LBBD will therefore be required which in summary will deliver the following to London Borough of Havering:

- 50% affordable housing;
- The provision and lease of a healthcare facility of not less than 1,500 sqm GIA;
- The provision of a site for a new 3 form of entry Primary School;
- The availability of school playing facilities to the community outside of school hours;
- The provision and management of open space in perpetuity;
- The provision to shell and core of a new railway station at Beam Park;
- Local employment, goods and suppliers clauses;
- Undertakings to assist with the provision of a bus loop;
- The protection of a site for the provision of a vertical connection to Marsh Way;
- Financial contributions towards secondary education, bus capacity improvements, sport and recreation, Beam Parkway, air quality monitoring, controlled parking zones, car club provision, carbon offset and employment.
- A monitoring fee;
- Payment of legal and professional fees incurred in connection with the drafting and sealing of the S106 legal agreement.

9. Mayor's Community Infrastructure Levy (CIL)

- 9.1 Mayoral CIL would fall payable for all development within the scheme other than the new schools. The CIL liability for the part of Phase 2 within Havering would be determined at reserved matters stage.
- 9.2 The detailed elements of the proposed development within Phase 1 would give rise to a net increase of 54,133sqm of new gross internal floorspace for CIL purposes. At £20 per square metre the CIL liability would be £1,082,660

10. Conclusions

- 10.1 This is a hybrid application (part outline, part detailed) for the erection of 733 dwellings within the Havering part of the site comprising 137 houses and 596 apartments on land known as Beam Park. The development is considered to accord with the principles set out in Policy SSA11 of the Site Specific Allocations DPD, the Rainham and Beam Reach Planning Framework, the Mayor's London Riverside Opportunity Area Planning Framework and the London Plan.
- 10.2 The proposed development would significantly contribute to meeting the borough's housing targets, providing a range of new homes and tenures together with a new 3 form primary school, nursery, commercial space and

a health centre. The development would also provide public transport improvements comprising a new C2C station at Beam Park and enhanced bus services.

- 10.3 Staff consider that the proposal would set a high benchmark in design terms and provide a new local centre and the necessary facilities and open space to give the area an identity and quality which will be attractive to new residents. The scheme offers a high level of sustainability, and addresses all concerns in relation to flooding and contamination and would deliver substantial growth in an area which has long been identified for such purposes.
- 10.4 For the reasons set out above, the application is recommended for approval subject to no contrary resolution by the London Borough of Barking and Dagenham or contrary Direction from the Mayor of London and subject to the applicant entering into a Section 106 legal agreement to secure the above items and subject to the conditions set out in Appendix 1.

IMPLICATIONS AND RISKS

Financial implications and risks:

A Section 106 planning obligation is required to make the application acceptable. The obligation will include the payment of the Council's legal expenses involved in drafting the obligation and monitoring fees.

Legal implications and risks:

Legal resources will be required to prepare and complete the S106 planning obligation. The S106 contribution is lawfully required to mitigate the harm of the development, and comply with the Council's planning policies. Officers are satisfied that the contribution required is compliant with the statutory tests set out in the CIL Regulations relations to planning obligations.

Human Resources implications and risks:

None

Equalities implications and risks:

Policy DC62 of the Development Control Policies DPD and Policy 3.8 of the London Plan requires all new residential development to be easily adaptable for people with, or, who may develop disabilities. These policies have been updated by recent amendments to the Building Regulations Part M, however, the design and access statement submitted with the application captures the principles of

accessible and adaptable homes and confirms that the development would provide a fully inclusive internal and external environment

Whilst staff are satisfied that Phase 1 adequately addresses these matters, given the hybrid nature of the application, if Members are minded to grant planning permission, it is recommended that conditions are imposed requiring the applicant to submit an access strategy detailing what measures will be undertaken to ensure an accessible internal and external environment, together with conditions securing a proportion of wheelchair accessible and easily adaptable homes together details of blue badge parking.

Overall the Council's planning policies are implemented with regard to equality and diversity. *The Council's decision is made with due regard to the impact (positive and negative) of the proposals on members of the community who share a characteristic protected under the Equality Act 2010.*