



Notice of NON KEY Executive Decision by individual Cabinet member

Subject Heading:	Draft London Riverside Opportunity Area Planning Framework – Response from the London Borough of Havering
Cabinet Member:	Councillor Robert Benham – Lead Member for Community Empowerment
CMT Lead:	Cynthia Griffin Executive Director Culture and Community
Report Author and contact details:	Martyn Thomas Tel : 01708 432845 E-mail : martyn.thomas@havering.gov.uk
Policy context:	London Plan (2011) Corporate Plan (2011) The Way Forward inc 'Living Ambition' Agenda (2011) Havering Local Development Framework (2008)
Financial summary:	The response supports the principle of business growth, which is likely to be in the Council's longer term financial interests.
Relevant OSC:	Partnerships
Is this a Strategic Decision?	Yes/No
If it is a Strategic Decision, when should this matter be reviewed?	
Is it an urgent decision? If so, please refer to the note at the end	Yes/No

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

Member Non-Key Decision

Ensuring a clean, safe and green borough	[Yes]
Championing education and learning for all	[]
Providing economic, social and cultural activity in thriving towns and villages	[Yes]
Valuing and enhancing the lives of our residents	[Yes]
Delivering high customer satisfaction and a stable council tax	[]

Part A

DETAIL OF THE DECISION AND RECOMMENDED ACTION

That the response to the consultation as set out in Appendix 2 be approved.

AUTHORITY UNDER WHICH DECISION IS MADE

The following elements of the Council's Constitution apply.

Council's Constitution November 2010 Part 3 – Responsibility for Functions

2 Executive Functions – Functions

2.5 (b) Where there are implications for policies of the Council, to agree members of staff's responses to consultation papers from:

- (i) the Government (including White and Green papers)
- (ii) the London Councils, **the Greater London Authority**, the Local Government Association and all other bodies where those papers affect the services allocated.

STATEMENT OF THE REASONS FOR THE DECISION

1. Background

The Mayor's London Plan was published in 2011 and provides a strategic planning framework for London including Havering. Policy 2.13 of the document identifies thirty three Opportunity Areas as London's main source of 'brownfield' land with significant capacity for new housing, commercial and other development, linked to existing or potential improvements to public transport accessibility. The London Plan envisages that, typically, these can accommodate at least 5,000 jobs or 2,500 new homes or a combination of the two along with other supporting facilities and infrastructure.

The Mayor is developing Opportunity Area Planning Frameworks (OAPFs) for these areas with the intention that they will have a focus on implementation and identify opportunities and challenges for such topics as land-use, infrastructure, access, energy, spatial integration, regeneration, investment, land assembly and phasing.

Member Non-Key Decision

The Mayor has already prepared OAPFs for other parts of London including the Lee Valley (in north east London) and Vauxhall -Nine Elms and Battersea (central and south London).

2. The London Plan and the London Riverside Opportunity Area

The London Plan (July 2011) identifies 33 Opportunity Areas which provide London's major reservoir of land for new housing, commercial and other development, linked to improvements in public transport accessibility.

London Riverside covers 2,500 hectares and is the second largest Opportunity Area in the capital, extending from Barking Town Centre and Barking Riverside in the west through to the Dagenham and Rainham development opportunities in the east. The London Plan identifies that it has the capacity for 14,000 jobs and 25,000 new homes.

The London Plan's strategy for London Riverside is reflected in Havering's Local Development Framework and says :

- development will be focused on Barking Riverside, Dagenham Dock, South Dagenham, Beam Reach, Beam Park and Rainham West sites, with scope for intensification in other areas;
- the development strategy will include managed release of some surplus industrial land for housing and other complementary uses;
- the remaining industrial land opportunity will be consolidated, including promotion of a Green Enterprise District incorporating the London Sustainable Industries Park at Dagenham Dock;
- substantial improvements in public transport will be needed, building on plans for increased over-ground rail capacity, a Docklands Light Railway extension to Dagenham Dock station, a potential additional station at Beam Park, Renwick Road junction improvements, East London Transit, and extended bus services;
- improved connectivity by walking and cycling across the whole area and in particular through implementing the Green Grid;
- at South Dagenham, along the A1306 East, and in Rainham there is potential to deliver more compact, residential-led mixed urban communities;
- development should provide a good quality environment with a full range of facilities, and should create a new urban quarter with a distinct character of its own and a highly attractive place to live.

In summary, the London Plan and Havering's Local Development Framework envisage that regeneration of the sites along the A1306 (including the Beam Park and Rainham West sites), will be achieved through redevelopment of the existing mainly industrial sites for mixed use schemes which are predominantly residential-led, supported by concurrent improvements in public transport to help ensure that the schemes are viable and sustainable.

3. The draft London Riverside Opportunity Area Planning Framework

(a) Overview

In line with the commitment in the London Plan, the Mayor is undertaking public consultation on the London Riverside Opportunity Area Planning Framework (published December 2011).

The draft OAPF has been prepared against the policy context of a 'push to the east' which the Mayor says is a redirection of development pressure and innovation to East London to achieve a better balance, economically and socially, between the two sides of London. It is a spatial planning document that takes a strategic and design-led approach to generating comprehensive social, economic and environmental regeneration throughout London Riverside.

Preparation of the draft OAPF has been lead by the Mayor and London Thames Gateway Development Corporation with input from the relevant local authorities and specific stakeholders such as London Development Agency and Design for London.

A copy of the draft Opportunity Area Planning Framework is in the Members' Resource Room along with copies of the summary consultation leaflet. It can also be seen at www.london.gov.uk/consultation/london-riverside-opportunity-area-planning-framework.

The draft OAPF synthesises national, London and borough planning policies and notes that it cannot itself create policy. The aspirations in the OAPF are broadly consistent with existing Havering Local Development Framework policies but allow for a more flexible approach to land uses along the A1306 if this is justified in order to secure regeneration and economic growth.

The Mayor is seeking a consensual approach between stakeholders including the relevant local authorities and other interested parties to deliver consistency in policy terms and to provide a greater certainty to the development process. A particular focus is to achieve benefits from the 'fit' between sites.

The Mayor's intention is that when it is adopted by the GLA, the OAPF document will not form part of the Development Plan, but will be an important material consideration in the preparation of future local planning policy and the determination of any planning application.

(b) What does the draft OAPF do and say

The draft London Riverside OAPF extends from Rainham, Wennington and Aveley Marshes (in LB Havering) in the south east to Barking Town Centre (in LB Barking and Dagenham) the north west and the edge of the Royal Docks (in LB Newham). Taken together with the Lee Valley Opportunity Area(s), the Mayor sees this area as the south eastern end of an 'L' shaped arc of opportunity in north and east London.

It identifies that the London Riverside Opportunity Area has many strengths and the

Member Non-Key Decision

Mayor's objective is to capitalise upon these. In summary, these encompass its excellent road links to the motorway and trunk road networks (the M25 and the A13, respectively) and rail connections to the City and Essex. Notwithstanding this, the document acknowledges that the local transport network within the area has been constrained in enabling change and that there has been a lack of investment in transport infrastructure such that the existing transport networks have struggled to support growth in business activity and generate new jobs for local people. The draft document notes that this is demonstrated by the limited bus penetration south of the A13 and the poor east-west connectivity throughout much of the industrial area. The area has a good supply of land for redevelopment for homes and jobs and it is already designated a Green Enterprise District. The area includes extensive open space and a wide range of habitats including wetlands of national significance.

(c) Structure of the draft OAPF

The draft OAPF has specific chapters dealing with: existing policy context (Chapter 3), land-use (Chapter 4), Housing and Social Infrastructure (Chapter 5), Employment (Chapter 6), Urban Framework (Chapter 7), Transport (Chapter 8), Environmental Strategies (Chapter 9), Phasing and Delivery (Chapter 10) and Master-planning (Chapter 11). The latter brings together all the strategies and considerations in six key design principles encompassing sites along the A1306 New Road corridor and in Rainham Village.

(d) The 'Vision' for the draft OAPF

The draft OAPF includes a 'Vision' with nine themes :

- Intensification of Barking and Rainham Town Centres and new emerging centres
- Ensuring new jobs and services benefit existing communities
- Facilitating delivery of new housing to meet local and wider needs
- Improving London Riverside as a place to live for new and existing communities
- Delivering a coherent public realm strategy using the Green Grid and natural water courses
- Delivering a conservation park as a recreational resource at Rainham Marshes
- Attracting investment through improved transport infrastructure
- Delivering the Green Enterprise District in London Riverside to pioneer green technologies
- Developing London Riverside Employment Area and East Beckton into world class sustainable industries districts

The content of the draft OAPF (by chapter) is set out in Appendix 1 to this report.

In summary, and with particular reference to Havering, the draft OAPF says :

Member Non-Key Decision

(e) Land – use

The OAPF says that overall London Riverside has the capacity to accommodate up to 26,500 new homes and 16,000 new jobs (especially in the Green Industries). Much of the area will remain as a Strategic Industrial land and some employment areas including Rainham south of the A13 will be consolidated. Rainham Employment Area is identified as part of a Sustainable Industries District. The role of the London Riverside Business Improvement District is recognised and the draft OAPF suggests it could be extended beyond Havering.

The draft OAPF envisages (*page 54*) that the Mudlands and Rainham Steel sites adjoining the A1306 will remain in employment use, with the potential for intensification in the medium –long term and that other key sites in this corridor (including Dovers Corner, Havering College, Suttons Industrial Park, Somerfields and land north of the A1306) will come forward predominantly for housing. The (*OAPF says*) approach taken for this area is a variant to the statutory planning policy set out in the Havering LDF as the existing policy requires each site to include residential along with employment and ancillary education, community recreation and leisure uses.

The draft OAPF notes that major leisure proposals are under discussion for the Beam Park site spanning the borough boundaries of Havering and Barking and Dagenham.

Housing development is also envisaged in Rainham village (see below).

The OAPF supports intensification of retail uses at several locations including Rainham Village Centre.

The section dealing with Housing includes extensive text on the importance of adequate social infrastructure being provided. The narrative highlights the need for schools as well as other social infrastructure provision such as health centres, pharmacies, libraries, community centres and churches. Rainham Village is identified as an area of search for new social infrastructure.

(f) Urban Framework

The draft OAPF describes a series of improvements based on the All London Green Grid which is the strategy for improving public realm and green spaces. It includes improving the linkages between existing residential areas to the River Thames, enhancing natural assets (such as rivers and watercourses), retaining existing and creating new open spaces, a riverside walk along the Thames and cycle and pedestrian links.

The draft OAPF identifies important projects that are already underway including the 640 hectares London Riverside Conservation Park ('Wildspace') project at Rainham, Wennington and Aveley Marshes (and the many individual projects linked to this).

A range of individual projects in Havering are identified including Rainham Village public realm improvements, improvements at Rainham Creek Park, upgrades at

Member Non-Key Decision

Rainham Station and better cycle and pedestrian linkages between green spaces and to the proposed station at Beam Park.

The draft OAPF supports the conservation of the historic environment and the positive contribution of heritage assets to local character and sense of place. Rainham is identified as one of the three conservation areas in the Opportunity Area. It notes that development sites in Rainham village are subject to local heritage considerations, particularly in the vicinity of the Church and Rainham Hall.

(g) Transport

Transport for London has undertaken a strategic study to support the draft OAPF. It identifies that, major severance results from major roads, rivers, large industrial estates and rail lines. It notes that, in general, public transport accessibility is relatively low particularly in the east and to the south of the A13 where most of the 'brownfield' sites are. Some 20 connectivity corridors are identified. Opportunities for interventions are considered against existing Mayoral strategies.

Local connections need to be improved to encourage short journeys to be made by walking, cycling and bus rather than by car. Connections to existing public transport need to be improved to enable access to jobs, goods and services.

Bus services will have a key role in supporting residential and employment growth and the A1306 corridor is seen as a particular focus to provide better linkages between

Rainham and Dagenham Dock via Havering Riverside Employment Area.

Rail capacity needs to be increased across London Riverside. The importance of platform and train lengthening on the C2C line is highlighted (but there is no reference to the frequency of the train services being increased).

Improvements at Rainham Station focussed on an interchange and civic square are highlighted. The Study supports the extension of bus services to serve Rainham Station in order to improve the interchange provided that there is a positive business case.

Importantly, the considerable improvements that will follow in terms of public transport accessibility from the construction of a new station at Beam Park are highlighted in the draft OAPF. It notes that this would enable higher levels of development density for the sites around the station. The draft OAPF comments that this is a long term aspiration for key stakeholders and will require a positive business case, third party funding, support of rail authorities and feasibility studies.

The draft OAPF identifies that freight will play a considerable part in supporting the forecast growth in population and jobs in London Riverside. Existing freight activity, access to the highway network, the rail network and proximity are all seen as unique in London and the South East. A number of possible interventions are highlighted such as a multi-modal freight facility (possibly on part of the Ford land in Havering), the use of safeguarded wharves, the introduction of a low emission zone, better planning of freight operations and master-planning of sites.

Member Non-Key Decision

Development of the Opportunity Area as envisaged in the Framework document will result in increased levels of traffic with the largest increases on the major roads. A number of highway interventions and better management of the highway network are proposed to deal with this.

(h) Master-planning

The draft OAPF includes a master-planning strategy for the South Dagenham, A1306 and Rainham Village areas. It is based on six key design principles and looks to encourage design to be carried out in the context of the wider area rather than considering each site in isolation. It says that this will enable developers to respond effectively to market opportunities and changing circumstances. The land use approach in the master-planning section envisages residential and limited employment (as set out in (e) above). The recent possibility of a strategic leisure use astride the borough boundaries of Havering and Barking and Dagenham at Beam Park is mentioned.

The master-planning section identifies constraints to development and regeneration including flood risk, underground utilities, contamination, poor local connectivity south of the A1306 and planning policy requirements. It notes that the constraints together with the weak economic climate and low land values pose significant challenges in terms of viability for schemes coming forward.

For Havering the master-planning section looks at the Beam Park, Rainham West and Rainham Village sites. The Mudlands and Rainham Steel sites within Rainham West are identified for employment with the other sites along the A1306 expected to come forward for mainly residential use. The importance of several key sites within Rainham Village is highlighted along with its heritage importance. It is noted that Rainham Village has retained much of its historic core and the church, public square and clock tower define the village centre and that this has a much finer grain compared to the later developments around it.

The key principles of the master-planning concept are highlighted in several drawings and can be summarised as :

- Transformation of the A1306 to give it a 'High Road' character by its design and land uses
- the basis of residential development along the A1306 being street blocks with a north-south alignment offering scope for better links to the south
- recognition of the importance of the wetlands, waterways and green spaces and the scope for these to be enhanced and better connected to improve the appearance and biodiversity of the area, better define its character and identity and to help attract inward investment. A programme of schemes and projects is highlighted for the Ingrebourne Valley including better paths and connections and more extensive open space at Rainham Creek to enhance its prominence, leisure and recreational value and enhance the setting of the historic village.
- The importance in urban design terms of the 'edges' to developments
- Neighbourhoods with good quality public realm which encourage trips to be

Member Non-Key Decision

made on foot, by cycle or by public transport and local clusters of facilities used by the community such as local shops

- Housing development following the street alignment (above) with 3-4 storeys in South Dagenham and Beam Park and 2-3 storeys at Dovers Corner. The importance of all development sites around Rainham complementing and enhancing the character and setting of the historic centre so as to reinforce its distinct identity is highlighted. Development at Dovers Corner will provide an opportunity to extend the positive qualities of the village westwards and mention is made of the scope for a walking and cycling route from the Havering College site through Dovers Corner, across Rainham Creek to the village centre and the station as this would help integrate the historic area with new developments .

Recommended response from Havering

A draft recommended response to the draft Opportunity Area Planning Framework **as far as Havering is concerned** is set out in Appendix 2. The key points are :

- The draft OAPF is based on a comprehensive review of existing strategies, plans and programmes, a solid understanding of the area and, as such, includes much that can be supported
- Some 'streamlining' and editing of the document would be beneficial and some information in it could usefully be included in technical appendices. Much of the information about the urban framework falls within this
- The overall vision of the draft OAPF can be broadly supported since it has much overlap with the Council's own regeneration aspirations. That said, it would benefit from a stronger and more explicit focus on business growth in line with the recently published National Planning Policy Framework
- It is welcome that there is recognition of the scope for a strategic leisure proposal on the Beam Park site in line with the recent Cabinet report
- Because residential values along the A1306 area are not sufficient to incentivise the acquisition of existing business sites for redevelopment for housing, the land use policy aspects of the draft OAPF should focus more attention on business growth in this area in line with the Government's focus on a prosperous and dynamic economy and in recognition of the very limited progress in securing housing development over the past 10 years. *(The full response includes suggested draft text for the final OAPF to address this).*
- There is welcome recognition that in the event that housing development takes place it must be supported by the provision of social infrastructure since it will be important to ensure that any new communities in this area are able to enjoy a high quality of life and establish 'roots' here
- Much of the design guidance can be supported and would assist in achieving forms of housing development that would have an appropriate relationship with existing housing in south Hornchurch and Rainham Village including taking proper account of the importance of the heritage aspects of the village. The recognition of the importance of high quality design throughout the London Riverside area is supported
- The inclusion of housing typologies is misleading and creates an impression that the form of new development along the A1306 must match the selected

Member Non-Key Decision

dwelling types. This should be addressed by including a more extensive range of indicative typologies

- Identifying the importance of tackling congestion hotspots on the road network is welcome
- The identification of the importance of a new station at Beam Park and the scope for the potential leisure development to achieve this is particularly welcome
- Recognising that better bus services into / out of, and through, the area is supported in the light of the continuing constraints on major transport infrastructure spending
- Highlighted improvements in walking and cycling are supported including the specific projects for Rainham Village and Rainham Marshes
- Establishing a set of basic design principles across the London Riverside area within a Master-planning section is supported but some changes to the text in the published version will be needed to reflect the comments above about refocusing the balance between employment and homes.
- Guidance suggesting that the housing development should be based on rigid street-block patterns is not supported
- Whilst guidance saying that 2-3 storeys will be appropriate for housing on the Dovers Corner site is very welcome, some of the sectional drawings must be revised to better explain that 3 storeys will be the norm along the rest of the A1306 corridor with taller development permitted around the proposed Beam Park station
- Other 'miscellaneous' content and minor presentational points

Next Steps

Subject to Member approval, the recommended response will be submitted to the Mayor. Subject to the outcome of the forthcoming Mayoral election, it is expected that the Mayor will publish the final Opportunity Area Planning Framework later in 2012.

It is envisaged that Members will consider the development of the Council's policies for the planning and regeneration of the London Riverside area as part of the preparation of the new Havering Local Plan in 2012 /2013. This will replace the Havering Local Development Framework and provide the opportunity to provide a planning policy context for the area (including the A1306 corridor) which reflects the latest Council priorities and objectives. Cabinet at its March meeting has already indicated its preferred approach to the preparation of planning policies for this area and this has been reflected in the recommended response (as set out above).

OTHER OPTIONS CONSIDERED AND REJECTED

The option of not responding was rejected because it is essential that Havering's comments are considered by the Greater London Authority before it finalises the London Riverside Opportunity Area Planning Framework.

Member Non-Key Decision

NAME AND JOB TITLE OF STAFF MEMBER ADVISING THE DECISION-MAKER

Name: Roger McFarland

Designation: Head of Regeneration, Policy & Planning

Signature:

Roger McFarland

^{16th}
Date: April 2012

Part B

LEGAL IMPLICATIONS AND RISKS

When adopted the Opportunity Planning Framework (OAPF) will form supplementary planning guidance to the London Plan (2011). The London Plan itself forms part of the development plan for Havering along with the current Havering Local Development Framework pursuant to Section 38(2) of the Planning and Compulsory Purchase Act 2004. As such, the OAPF will become a material consideration in any planning decisions involving sites in the London Riverside area and Havering will have to take it into account in these.

The Mayor sets out in section 1.5 of the draft Opportunity Planning Framework that he wants local authorities to adopt the document as a Supplementary Planning Document within their Local Development Frameworks and reflect it in their Core Strategies. Havering will not be obliged to do this and it would be inappropriate for it to do so if it brings forward planning and regeneration policies that are not fully consistent with Council's own approach.

Cleared by Vincent Healy (Legal Manager) by e-mail March 29 2012

FINANCIAL IMPLICATIONS AND RISKS

The recommendation in this report is agreement to the Council's response to consultation on the Draft London Riverside Opportunity Area Planning Framework. The draft response is attached at Appendix 2 to the report.

The recommended response supports the principle of business growth. Finance reforms are likely to mean that the Council will be able to keep a share of proceeds from non domestic rates generated by business growth, from April 2013, though the precise details of how this may work will not be clear until the autumn of 2012.

Cleared by Conway Mulcahy by e-mail March 7 2012

HUMAN RESOURCES IMPLICATIONS AND RISKS (AND ACCOMMODATION IMPLICATIONS WHERE RELEVANT)

There are no direct human resources implications for the Council.

Staff in the Council's Regeneration, Policy and Planning service will maintain an involvement in this matter as part of their normal duties and responsibilities including

Member Non-Key Decision

reviewing any further consultation documents or discussions with GLA staff about the Council's response.

Cleared by Samantha Doggett Strategic HR Business Partner) by e-mail March 6 2012

EQUALITIES AND SOCIAL INCLUSION IMPLICATIONS AND RISKS

The draft Opportunity Area Planning Framework does not include an equalities impact assessment. However, as it is derived from the London Plan it will have the same commitment to equalities and social inclusion as that 'parent' document

Cleared by Martha Goodhill (Diversity Programme Manager) by e-mail March 14 2012

BACKGROUND PAPERS

None.

Member Non-Key Decision

Confirmation of decision

I confirm that I have made this executive decision, in accordance with authority delegated to me by the Leader of the Council and in compliance with the requirements of the Constitution.

Signed : 

Name: Councillor Robert Benham

Portfolio held: Lead Member for Community Empowerment

^{16th}
Date: April 2012

Lodging this notice

This notice should be delivered to the proper officer, currently Ian Buckmaster, Committee Administration & Member Services Manager in the Town Hall. A copy of this notice should be retained by the individual Cabinet member making the decision in question.

Urgency

Where the executive decision recorded in this notice has been made in accordance with the special urgency provisions of the Overview & Scrutiny Procedure Rules, a copy of the written agreement obtained under rule 18 must be attached to all copies of this notice.

For use by Committee Administration

I confirm that this notice was lodged with me on 16 APRIL 2012

Signed _____


