

representation hearing report GLA/2933a/03

28 September 2018

Beam Park, Dagenham and Rainham

in the London Boroughs of Barking & Dagenham and Havering

planning application nos. 17/01307/OUT and P1242.17

Planning application

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008 (“the Order”) and Town and Country Planning (Environmental Impact Assessment) Regulations 2011.

The proposal

Cross boundary hybrid planning application for the redevelopment of the site to include 3,000 residential units (50% affordable); two 3 form entry primary schools and nursery (Use Class D1); railway station; supporting uses including retail, healthcare, multi faith worship space, leisure, community uses and estate management space (Use Classes A1, A2, A3, A4, B1, D1 and D2); energy centres; open space with localised flood lighting; public realm with hard and soft landscaping; children’s play space; flood compensation areas; car and cycle parking; highway works and site preparation/ enabling works.

The applicant

The applicants are **Countryside** and **L&Q**, and the architect is **Patel Taylor**.

Recommendation summary

The Deputy Mayor for Planning, Regeneration and Skills, acting under delegated authority as Local Planning Authority for the purpose of determining this application,

- i. grants conditional planning permission in respect of applications 17/01307/OUT and P1242.17 for the reasons set out in the reasons for approval section below, and subject to the prior completion of a section 106 legal agreement;
- ii. delegates authority to the Assistant Director - Planning or the Executive Director of Development, Enterprise and Environment to issue the planning permission and agree, add, delete or vary, the final detailed wording of the conditions and informatives as required, and authority to negotiate, agree the final wording, and sign and execute, the section 106 legal agreement;

- iii. delegates authority to the Assistant Director – Planning or the Executive Director of Development, Enterprise and Environment to agree any variations to the proposed heads of terms for the section 106 legal agreement;
- iv. delegates authority to the Assistant Director - Planning or Executive Director of Development, Enterprise and Environment to refuse planning permission, if by 28 October 2018 (or by 28 December 2018, where an extension has been agreed) the section 106 legal agreement has not been completed;
- v. notes the approval of Reserved Matters pursuant to the outline elements of the planning permission would be submitted to, and determined by, the Deputy Mayor;
- vi. notes that approval of details pursuant to conditions imposed on the planning permission would be submitted to, and determined by, Havering Council and Barking & Dagenham Council;
- vii. notes that Havering Council and Barking & Dagenham Council would be responsible for the enforcement of the conditions attached to the planning permission.

Drawing numbers and documents

Existing plans and drawings	
448-PT-MP-PL-1001 Location plan	448-PT-MP-PL-1003 Site constraints plan
448-PT-MP-PL-1002 Existing site layout & demolition	
Masterplan plans and drawings	
448-PT-MP-PL-1101 Illustrative masterplan	448-PT-MP-PL-1103 Phasing with illustrative masterplan
448-PT-MP-PL-1104 Illustrative building heights	448-PT-MP-PL-1107 LBBD / LBH school areas
448-PT-MP-PL-1114 Car parking provision	448-PT-MP-PL-1114 Car parking provision
448-PT-MP-PL-1118 Borough boundary plan	448-PT-MP-PL-1116 Refuse locations
Site sections and elevations	
448-PT-SW-PL-SEC-1001 Masterplan section location plan	448-PT-SW-PL-SEC-1002 Masterplan sections A1, A2 & A3
448-PT-SW-PL-SEC-1003 Masterplan sections A4, A5 & A6	448-PT-SW-PL-SEC-1004 Masterplan sections A7, A8 & A9
448-PT-SW-PL-SEC-1005 Masterplan sections B1	
Outline - Proposed plans and drawings	
Site plans	
448-PT-MP-PL-1108 LBH school area	448-PT-MP-PL-1109 LBBD school area
Parameter plans	
448-PT-PP-PL-1001 Development zones	448-PT-PP-PL-1002 Development phases
448-PT-PP-PL-1005 Ground floor uses	448-PT-PP-PL-1006 Extent of outline / detailed
448-PT-PP-PL-1007 Building heights	448-PT-MP-PL-1113 Access & movement
448-PT-MP-PL-LP-1003 Hardscape strategy	448-PT-MP-PL-LP-1004 Softscape strategy
Outline landscape plans	
448-PT-LA-PL-LP-1001 Play space strategy	448-PT-LA-PL-LS-1006 Landscape section EE

448-PT-LA-PL-LP-1002 Adoptable areas plan	448-PT-LA-PL-LS-1007 Landscape section LL & MM
448-PT-LA-PL-LP-1005 Tree strategy	448-PT-LA-PL-LS-1009 Landscape section NN
448-PT-LA-PL-LS-1001 Landscape section location plan	448-PT-LA-PL-LS-1010 Landscape section E2 & E4
448-PT-LA-PL-LS-1003 Landscape section BB	448-PT-LA-PL-LS-1018 Landscape section T
448-PT-LA-PL-LS-1005 Landscape section C1	448-PT-LA-PL-LS-1019 Landscape section T1
448-PT-LA-PL-LS-1027 Landscape section K	448-PT-LA-PL-LS-1020 Landscape section O
Detailed - Proposed plans and drawings	
<i>Landscape drawings</i>	
448-PT-LA-PL-LP-1104 Phase 1 landscape plan level 00	448-PT-LA-PL-LP-1110 Phase 1 level 0 GA landscape plan 5
448-PT-LA-PL-LP-1106 Phase 1 level 0 GA landscape plan 1	448-PT-LA-PL-LP-1111 Phase 1 level 0 GA landscape plan 6
448-PT-LA-PL-LP-1107 Phase 1 level 0 GA landscape plan 2	448-PT-LA-PL-LP-1112 Phase 1 level 0 GA landscape plan 7
448-PT-LA-PL-LP-1108 Phase 1 level 0 GA landscape plan 3	448-PT-LA-PL-LP-1113 Phase 1 level 1 GA landscape plan
448-PT-LA-PL-LP-1109 Phase 1 level 0 GA landscape plan 4	448-PT-LA-PL-LP-1120 Phase 1 optional capacity - two way bus route
448-PT-LA-PL-LS-1012 Landscape section PP	448-PT-LA-PL-LP-1121 Phase 1 optional capacity - lift & stair core to Marsh Way
448-PT-LA-PL-LS-1013 Landscape section G1	448-PT-LA-PL-LP-1122 PV Plan
448-PT-LA-PL-LS-1014 Landscape section G3	448-PT-LA-PL-LP-1123 Cycle parking
448-PT-LA-PL-LS-1015 Landscape section Q1	448-PT-LA-PL-LS-1002 Landscape section II
448-PT-LA-PL-LS-1016 Landscape section Q2	448-PT-LA-PL-LS-1004 Landscape section FF
448-PT-LA-PL-LS-1017 Landscape section SS	448-PT-LA-PL-LS-1008 Landscape section GG long term
448-PT-LA-PL-LS-1021 Landscape section F1	448-PT-LA-PL-LS-1011 Landscape section RR
448-PT-LA-PL-LS-1022 Landscape section UV	448-PT-LA-PL-LS-1029 Landscape sections 4, 5 & 6
448-PT-LA-PL-LS-1023 Landscape section W1	448-PT-LA-PL-LS-1030 Landscape sections 7, 8 & 9

448-PT-LA-PL-LS-1024 Landscape section X1	448-PT-LA-PL-LS-1031 Landscape sections 10, 11 & 12
448-PT-LA-PL-LS-1025 Landscape section Y1	448-PT-LA-PL-LS-1032 Landscape section S2
448-PT-LA-PL-LS-1026 Landscape section Y2	448-PT-LA-PL-LS-1033 Landscape section GG short term
448-PT-LA-PL-LS-1028 Landscape sections 1, 2 & 3	
Detailed building drawings	
448-PT-PH1-PL-DET-1001 Phase 1 Materials	448-PT-H-PL-LZZ-1001 Plot H building floor plans
448-PT-J-PL-LZZ-1001 Plot J building floor plans, 1 of 5	448-PT-H-PL-ELE-1001 Plot H building elevations
448-PT-J-PL-LZZ-1002 Plot J building floor plans, 2 of 5	448-PT-H-PL-DET-1001 Plot H bay study details
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448-PT-K-PL-LZZ-1004 Plot K building floor plan level 4	448-PT-K-PL-LZZ-1007 Plot K building floor plans level 7
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448-PT-K-PL-DET-1002 Plot K bay study details 2	448-PT-K-PL-DET-1007 Plot K bay study details 7
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448-PT-14-17-PL-L02-1001 Plot 14 & 17 level 02 site plan	448-PT-HT-PL-T03-1004 Plot 14 house type 3 elevations & section
448-PT-14-17-PL-LRF-1001 Plot 14 & 17 roof site plan	448-PT-HT-PL-T09-1003 Plot 14 house type 9 plans
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448-PT-HT-PL-T15-1003 Plot 14 house type 15 plans	448-PT-HT-PL-T21-1003 Plot 14 house type 21 plans
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BPS_A_PL_ELE_NORTH_0253 Station layout - Proposed north elevation	BPS_A_PL_ELE_SOUTH_0252 Station layout - Proposed south elevation
BPS_A_PL_ELE_EAST_0251 Station layout - Proposed east elevation	BPS_A_PL_ELE_WEST_0250 Station layout - Proposed west elevation
448-PT-MP-PL-1117 Station ticket hall area	BPS_A_SK_SEC_A-A_0413 Proposed AA section
Supporting documents	
Planning application form and certificates	Cover letter
CIL Additional Information Form	Fire Strategy
Design & Access Statement Volume 2	Design Code
Design & Access Statement appendices – Statement of Community Involvement, Energy Strategy, Utilities Report, Sustainability Statement, Construction Statement/Management Plan, Daylight/Sunlight assessment, Pipeline risk assessment, Overhearing analysis	Planning Statement and appendices – policy extracts, community facilities map, phasing, affordable housing statement, retail statement and health statement
Environmental Statement: Non-Technical Summary (August 2018), Environmental Statement Addendum Volume 1 (August 2018), Environmental Statement Addendum Volume 2 Technical Appendices (August 2018), including: ES Addendum General, proposed development plans, Socio-economic effects, hydrology, transport and access, air quality, cultural heritage, townscape and visual and microclimate: environment wind. Environmental Statement Volume 1 (June 2017), Environmental Statement Appendices Volume 2 (June 2017)	

Introduction

1 Having assumed authority to determine this planning application, this report sets out the matters that the Deputy Mayor must consider in forming a view over whether to grant or refuse planning permission and to guide his decision making at the upcoming representation hearing. This report includes a recommendation from GLA officers, as set out below.

Officer recommendation - reasons for approval

2 The Deputy Mayor, under delegated authority and acting as the Local Planning Authority, has considered the circumstances of this application against national, strategic and local planning policy, relevant supplementary planning guidance and all material planning considerations. He has had regard to Barking & Dagenham Council's planning committee report, dated 19 March 2018, the draft decision notice, approving the application, and all consultation responses and representations made on the case. He has also had regard to Havering Council's planning committee report dated 15 March 2018 and the follow up report dated 5 April 2018, the draft decision notice setting out two reasons for refusal and all consultation responses and representations made on the case. The reasons set out below are why this application is acceptable in planning policy terms:

- I. The site lies within the London Riverside Opportunity Area, a Housing Zone and within the Rainham and Beam Park Planning Framework, which support the redevelopment of the site, providing housing and support uses, centred around a new local centre of Beam Park. The site is undesignated industrial land, having last been used as the Ford Factory in 2003, and was allocated for mixed-use redevelopment, including housing and commercial development, in both Barking & Dagenham's Local Plan and Havering's Local Plans, through a plan-led process, and therefore accords with the principles of draft London Plan E4. In addition, the proposals provide a new station building for the proposed c2c rail link, which is visually interesting and will ensure that the station is fully integrated into the development as well as enhancing the scheme's accessibility and the accessibility of the wider area. The proposals accord with the objectives of the Opportunity Area, the Rainham and Beam Park Planning Framework, London Plan Policy 2.3, 2.13, 2.15 and 6.4, draft London Plan Policy GG1, GG4, SD1, SD6, E4, T1 and T3, Barking & Dagenham's Local Plan and Havering's Local Plan.
- II. The scheme would provide up to 3,000 residential units, of which 1,513 would be affordable (50% by habitable room, 50% by unit). The housing proposed is of a high quality. Overall, the scheme would make a significant contribution to housing delivery targets for Barking & Dagenham and Havering respectively. The proposed level of affordable housing responds to the strategic target set out in the Draft London Plan and meets the requirements of the Mayor's Affordable Housing & Viability SPG, and a review mechanism would be secured if an agreed level of progress is not made within 24 months of grant of planning permission and would secure additional affordable homes if viable. On this basis, the applicants have demonstrated compliance with London Plan Policies 3.3, 3.4, 3.5, 3.8, 3.11, 3.12, draft London Plan Policies D4, H1, H3, H5, H6, H7 and H12, the Mayor's Housing SPG (2016 as amended), the Mayor's Affordable Housing and Viability SPG (2017), Barking & Dagenham Local Plan Policies CM2, CC1, BC1 and BC2, Havering Policies Local Plan CP1, DC2, DC6, DC6 and DC7 and draft Havering Local Plan Policies 3, 4, 5 and 6.
- III. The design and masterplanning principles are well-considered. The masterplan layout responds to the site's constraints, opportunities presented by the proposed railway station and takes account of the design principles expressed in the Rainham and Beam Park Planning Framework. The massing and layout detailed within Phase 1 will ensure that the scheme provides varied, high quality architecture in the new local centre. The tall buildings are in an accessible location, would provide a distinctive and high-quality landmark for the ex-industrial site to assist in creating a new character for Beam Park, would aide in identifying the station and would not adversely impact the skyline. The scheme provides for well-defined public and private spaces, amenity and play spaces, and landscaping elements that respond to the proposed different character areas of the site. The proposals adhere to the principles of designing out crime. As such the proposal complies with Policies 3.5, 3.6, 7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.7 and 7.8 of the London Plan, draft London Plan Policies SD10, D1, D2, D3, D4, D5, D7 and D8, Barking & Dagenham Local Plan Policies CP3, BP4, BP5,

BP6, BP8, BP10 and BP11, Havering Policies Local Plan CP17, DC3, DC61 and DC66, and draft Havering Local Plan Policies 26,27 and 28.

- IV. The provision of two three form entry primary schools, a medical centre and a multi-faith centre, as well as additional ancillary support uses, ensures that the scheme provides appropriate community and social infrastructure for the development to mitigate the impact of the proposals and to also provide facilities for existing residents nearby. The proposals therefore accord with London Plan Policies 3.16, 3.17 and 3.18, draft London Plan Policies S1, S2, S3 and S4, Barking & Dagenham Local Plan Policies CC2 and BC10, Havering Local Plan Policies CP2, CP8, DC26, DC27, DC29, DC29 and DC30 and draft Havering Local Plan Policies 12, 16 and 17.
- V. The proposed development has embedded the principles of inclusive access and would comply with the relevant inclusive design housing standards. As such, the scheme complies with London Plan Policies 3.8, 7.2 and 7.6, draft London Plan Policies D3 and D5, Barking & Dagenham Local Plan Policy BP11, Havering Local Plan Policy CP17 and draft Havering Local Plan Policy 7.
- VI. The proposed development has demonstrated that a high standard of sustainable design and construction would be achieved, minimising carbon dioxide emissions, using energy efficiently and including renewable energy in accordance with the energy hierarchy. The development would deliver sustainable urban drainage benefits over the existing situation at the site. The environmental impacts of the development, in terms of minimising exposure to poor air quality, addressing contaminated land and waste management, are acceptable taking into account the proposed mitigation measures. As such the scheme complies with the policies contained with Chapter 5 and Policies 7.7 and 7.14 of the London Plan, draft London Plan chapter 9 and Policies SI1, SI2 and SI, Barking & Dagenham Policies BR1, BR3, BR4 and B45, Havering Policy CP11, CP15, DC40, DC48, DC49, DC51 and DC53 and draft Havering Local Plan Policy 36.
- VII. The development proposals would have an acceptable impact on neighbourhood amenity. No neighbouring residential properties would experience any noticeable reductions to their daylight and sunlight. The proposals would not unacceptably reduce privacy to neighbouring residential properties and issues of noise and disturbance would be adequately mitigated through planning conditions. As such the proposed development complies with London Plan Policies 7.6, 7.7 and 7.15, draft London Plan Policies D2, D8 and D13, Barking & Dagenham Local Plan Policies CM1 and BP8 and Havering Local Plan Policies DC36, DC56 and DC61.
- VIII. The quantum of proposed car parking across all uses is acceptable subject to a suitable framework of controls including a car parking management plan, electric vehicle charging points, travel plans and car club spaces. The proposal strikes an appropriate balance between promoting new development and encouraging cycling, walking and public transport use. As such the proposed development complies with the policies contained with Chapter 6 of the London Plan, draft London Plan Policy T1 and Policy T6, Barking & Dagenham Local Plan Policy BR10 and BR11, Havering Local Plan CP10 and draft Havering Local Plan Policy 23.
- IX. The Environmental Statement (ES) and addendum provides an assessment of the likely significant effects of the proposal during the construction and operational phases. The documents comply with the relevant regulations in terms of their scope and methodology for assessment and reporting. They also appropriately respond to Development Plan policy, supplementary planning guidance and the representations made. As is usual for a major development of this nature there are potential environmental impacts and, where appropriate, mitigation has been identified to address adverse impacts. The general residual impact of the development with mitigation is considered to range from negligible to minor

beneficial throughout most of the site. Given the context of the site, the environmental impact of the development is acceptable given the general compliance with relevant British Standards, London Plan and local policy standards.

- X. Appropriate, reasonable and necessary planning conditions and planning obligations are proposed to ensure that the development is acceptable in planning terms and the environmental impacts are mitigated. Accordingly, there are no, or insufficient, grounds to withhold planning consent on the basis of the policies considered and other material planning considerations.

Recommendation

3 That the Deputy Mayor, acting under delegated authority and acting as Local Planning Authority, grants planning permission in respect of application 17/01307/OUT and P1242.17, subject to prior completion of a section 106 legal agreement, and the inclusion of planning conditions and informatives, as summarised below. The detailed wording of conditions and informatives will be set out in an addendum to this report.

4 That the Deputy Mayor delegates authority to the Assistant Director – Planning and the Director of Development, Enterprise and Environment to issue the planning permission and agree, add, delete or vary the final wording of the conditions and informatives as required.

5 That the Deputy Mayor agrees that the Assistant Director of Planning and the Director of Development and Environment, be given delegated authority to negotiate and complete the s106 legal agreement, the principles of which have been agreed with the applicants as set out in the heads of terms detailed below.

6 That the Deputy Mayor delegates authority to the Assistant Director – Planning and the Director of Development, Enterprise and Environment to refuse planning permission if, by 29 October 2018 (or 28 December 2018, if an extension is agreed) the s106 legal agreement has not been completed.

7 That the Deputy Mayor notes that any approval of Reserved Matters, pursuant to the outline elements of the planning permission, would be submitted to, and determined by, the Mayor of London.

8 That the Deputy Mayor notes the approval of details pursuant to conditions imposed on the planning permission would be submitted to, and determined by, Barking & Dagenham Council and Havering Council respectively.

9 That the Deputy Mayor notes that Barking & Dagenham Council and Havering Council would be responsible for the enforcement of the conditions attached to the permission.

Section 106 Legal agreement - Heads of Terms

10 The following are recommended as the heads of terms for the section 106 agreement, referred to in the above Recommendation.

- Affordable housing: A minimum of 1,513 units (50% by habitable room and by unit) to be affordable. This is secured as follows: of the first 35%, 20% affordable rent and 80% shared ownership by habitable room; of the remaining 15%, 20% affordable rent and 80% intermediate (shared ownership or London Living Rent). Affordable rent provision would be secured at London Affordable Rent (LAR) and shared ownership properties would be

affordable to a range of household incomes below £90,000. An early stage review mechanism to be secured, whereby in the event that Phase 1 of the development has not been substantially implemented within 2 years of the date of the decision to grant planning permission, a review would be undertaken to establish if additional affordable housing can be provided.

- Education: Provision of two plots of land for two three form entry primary schools: one plot lies within the administrative area of the London Borough of Barking and Dagenham and the other is within the administrative area of the London Borough of Havering. The s106 requires that each Council is granted an option, via the legal agreement, to call on the plot of land to be transferred to it. In the event that each plot of land is not transferred to Barking & Dagenham Council or Havering Councils for use as primary schools, compensation payments will be triggered.
- Open space: Provision of open space on a phased basis as well as the provision of an open space management plan, submitted for the first phase and then updated to cover each subsequent phase. It is also required that the public have continuous access over the proposed Linear Park, which will front New Road.
- Marketing strategy for the market housing: For Barking & Dagenham only, a requirement is secured to prepare, submit and then comply with a marketing strategy for the private housing units, which much include a requirement that the first six months of the sales launch, no individual or organisation shall be permitted to purchase more than one property.
- Multi-faith centre: Provision of a 'community building' within Barking & Dagenham, the area of which must be between 800 sq.m and 1,200 sq.m in size and shall be constructed to shell and core.
- Medical centre: Provision of a 1,500 sq.m medical centre in Phase 1 in Havering to be fitted out in accordance with the current Department of Health, NHS Guidance Health Building Notes, Health Technical Memoranda and the latest infection control guidance. If this is not delivered, a financial payment shall be payable to Havering for the provision of health facilities.
- Employment and skills: Standard provisions of each borough for the purposes of seeking to maximise local employment, business contracts and apprenticeships opportunities.
- Station: Provision of the new railway station building and transfer to Network Rail.
- Transport: Implementation of a car club: with 1 space and two vehicles in phase 1; 10 space and up to 10 cars for the outline phases. Safeguarding of plot of land beneath fly over, to enable a vertical link to Marsh Way to be created. Provision of a Bus Loop, to enable buses to access the Station Square, which will cascade into a payment to TfL, should this not be provided.
- Highway works – Obligations are included to ensure that highway agreements are entered into for the provision of works to the public highway in each of the Council's administrative areas.
- Restriction on parking permits – Requirement to use all reasonable endeavours to ensure that all leases and tenancies include provisions to ensure that occupiers are not permitted to apply for parking permits in Havering controlled parking zones.

- Design Monitoring: Requirement for each Reserved Matters application to be reviewed by GLA design officers prior to the submission and for each reserved matters application to be reviewed by the relevant borough's Design Review Panel or the Mayor's Design Advisory Panel.

Financial contributions

11 For the avoidance of doubt, all financial contributions payable must be Index Linked, in accordance with the provision of the draft section 106 agreement.

- Beam Park Community Fund: £500,000 (to be used to support community projects and schemes in both boroughs, including measures to enhance employment and training opportunities).
- Bus capacity contribution of: £2,700,000

Barking & Dagenham specific contributions:

- Education compensation payment: £800,000 (only triggered if primary school land not taken by Barking & Dagenham Council);
- Sport contribution towards facilities within Parsloes Park: £350,000
- Car club: £37,500
- Carbon offset: Up to £3,300,000 in total, to be paid on a phased basis to offset carbon dioxide emissions
- Monitoring: £10,000

Havering specific contributions:

- Secondary Education: £1,937,250;
- Education compensation payment: £1,500,000 (only triggered if primary school land not taken by Havering Council);
- Linear Park contribution towards the creation of Beam Parkway (outside of the applicant's land): £557,163;
- Off-site sport facility contribution: £118,444;
- Health: £400,000 (only triggered if medical centre is not provided)
- Car club: £12,500
- Controlled Parking Zone: £116,896
- Bus loop: £200,000 (only triggered if Council do not serve notice on the applicant)
- Carbon offset: Up to £1,100,000 in total, to be paid on a phased basis to offset carbon dioxide emissions
- Monitoring: £10,000
- Air quality contribution towards establishing monitoring: £20,000

Conditions to be secured¹

1. Reserved Matters to be submitted
2. Timing of Reserved Matters
3. Timing of Reserved Matters Commencement

¹ Draft conditions have been prepared and will be published as an addendum to this report; this list provides a summary of the draft notice condition headings

4. Approved Plans
5. Phasing Plans
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 Strategy
25. Energy Efficiency
26. Overheating
27. Landscaping, public realm, playspace and boundary treatments
28. Ecology and Landscape Management Plan
29. Landscape Replacement
30. Living Roofs
31. Nesting Birds and Bat Roosts
32. Protection of Trees
33. Vegetation Clearance
34. Examination of Trees for Bats
35. Air Quality Assessment
36. Boiler and Combined Heat and Power
37. Air Quality Emissions
38. Kitchen Ventilation Equipment
39. Noise Assessment
40. Noise from Commercial Units
41. Noise from School
42. Noise from Entertainment
43. Noise and Vibration (A3, A4 and A5 uses)
44. Hours of Operation- Non-Residential
45. Hours of Operation- Outdoor Sports
46. Community uses of schools
47. Lighting Strategy- General
48. Lighting Strategy- River Beam Interface
49. Flood Risk
50. River Beam Buffer Zone
51. Sustainable Urban Drainage
52. Drainage Strategy
53. Drainage Maintenance
54. Piling Method Statement
55. Non-Road Mobile Plant and Machinery
56. Oil Interceptors

57. Contamination Remediation
58. Remediation
59. Implementation of Remediation
60. Verification of Remediation Scheme
61. Unexpected Contamination
62. Borehole Management
63. Construction Environmental Management Plan
64. Demolition Hours
65. Piling Vibration
66. Written Scheme of Investigation
67. Foundation Design
68. Permitted Development
69. Satellite Dishes
70. Timing of Station
71. Outline non-residential floorspace
72. Maintenance of Outline non-residential support uses floorspace
73. Parking
74. Microclimate Assessment
75. Daylight/sunlight Assessment
76. Family Housing
77. Fire Safety
78. Phase 1 non-residential support uses floorspace
79. Maintenance of Phase 1 non-residential support uses floorspace
80. Bus loop design

Publication protocol

12 This report has been published seven days prior to the Representation Hearing, in accordance with the GLA procedure for Representation Hearings. Where necessary, an addendum to this report will be published on the day of the Representation Hearing. This report, any addendum, draft decision notices and the Mayor of London's decision on this case will be made available on the GLA website:

<https://www.london.gov.uk/what-we-do/planning/planning-applications-and-decisions/public-hearings/beam-park>

Site description

13 The site comprises 31.5 hectares (77.8 acres) of vacant, former industrial land to the north of the A13 and south of the A1306, which straddles the boundary between the London Boroughs of Barking & Dagenham and Havering, with the border of the boroughs broadly demarcated by the Beam River, which runs north to south. The majority of the site is covered in hardstanding and there is some gas infrastructure, including a pressure reduction station and underground gas mains, running across the site.

14 Marsh Way crosses the eastern part of the site, leading to a junction with the A13 trunk road 300 metres to the south. In normal traffic conditions, the M25 (junction 30) is approximately a five-minute drive to the east, along the A13. The Tilbury loop of the Essex Thameside railway (London Fenchurch Street to Southend) and High Speed One railway run along the site's southern boundary. The nearest existing rail stations are Dagenham Dock and Rainham; however, a new station in the south-eastern corner of the site, 'Beam Park', is proposed and is at an advanced stage of Network Rail's GRIP process.

15 To the north of the site are the established residential areas of Dagenham and Rainham, with Beam Valley Country Park in between. Mixed commercial uses lie to the east and west along the A1306, including the former Ford Stamping Plant immediately to the west. To the south, beyond the railway, are strategic industrial areas, designated as Strategic Industrial Land (SIL), including: the Ford Motor Company; the London Sustainable Industries Park; the Centre for Engineering & Manufacturing Excellence; and Beam Reach, which already contains a regional Tesco distribution centre and will be further developed by Segro to provide a mix of modern industrial and business premises.

16 The site is owned by the Mayor through Greater London Authority Land and Property (GLAP), which has selected Countryside, through a competitive tender process, as the preferred development partner. The site is within the London Riverside Opportunity Area and Rainham and Beam Park Housing Zone. Together with the neighbouring industrial sites along the A1306, the site has been released from its local employment designation and is allocated for residential-led mixed use as part of a site allocation in both Havering and Barking & Dagenham Councils' respective Local Plans. The site lies within Flood Zone 3.

17 The development is directly served by bus routes 174, 287, 365, which run along New Road. There are a number of bus stops available at South Street, Lower Mardyke Avenue and Thames Avenue. No London Underground or National Rail services are located within an acceptable walking distance, although access is feasible by bus services. Rainham Station, for C2C National Rail services, is approximately 2.5 kilometres to the east, which is accessible by bus route 287. Dagenham Dock station is 1.8 kilometres to the west, when measured from the centre of the site. Dagenham East and Dagenham Heathway Stations, for London Underground District line services, are over 2 kilometres away to the north and north-west respectively, with Dagenham Heathway being accessible by bus route 174. There are proposals for a new station at Beam Park on the C2C line to be constructed by 2020, which forms part of this scheme.

18 As such, it has been estimated that the site records an overall poor Public Transport Accessibility (PTAL) ranging from areas of no PTAL to areas of 2, on a scale of 1-6, where 1 is the considered the lowest. As a result of Beam Park station, the PTAL around Phase 1 of the development is expected to increase to 3.

Details of the proposal

19 This is a hybrid planning application for the comprehensive, phased, masterplan-led redevelopment of the site. A mix of uses are proposed, including a new railway station and local centre for Beam Park, public open space and up to 3,000 homes, along with supporting uses including two primary schools, retail, healthcare and community space. Other supporting infrastructure is proposed, including energy centres, children's play space, flood compensation areas, car and cycle parking, highway works and site preparation/enabling works.

20 The detailed component is located entirely within LB Havering and comprises the eastern end of the masterplan, excluding one of the school plots (which is in outline); this will be Phase 1 of the scheme. Figure 1 illustrates the Phase 1 land uses. Full planning permission is sought for:

- 640 residential units (576 flats and 64 houses), of which 346 units will be affordable (54%);
- Provision of new Beam Park Station Ticket hall, serving the C2C line (and to be transferred to Network Rail);
- Nursery, totalling up to 645 sq.m;
- Up to 1,209 sq.m. of commercial floorspace, including a foodstore;
- Community space, totalling 110 sq.m;
- Medical centre, totalling 1,500 sq.m;
- A 92 sq.m. housing management office;

- 260 car parking spaces (including 41 visitor spaces and 1 station staff space);
- 1,052 cycle spaces for residents and 196 visitor cycle parking spaces;
- New open space in the form of a new public square, streets, amenity space and landscaping; and
- An energy centre.

21 On the eastern side of the Marsh Way flyover, the scheme would be centred around the proposed Station Square area of public realm, which is framed by block K to the north, block L to the east, the new Beam Park C2C station to the south and the flyover and the rest of the development to the west. The station square is linked to New Road in the north by the proposed Station Approach Road, which will serve pedestrians as well as having the potential to provide a turning circle for TfL buses.

22 Building K would lie just north of the Station Square and would rise from 8 storeys on its northern edge to 16 storeys in the south east, with a raised podium garden, provided for residents' amenity, in the centre of the constituent blocks. It will contain 261 homes, the medical centre at ground and first floor in block K3, community uses and retail. The buildings will be predominately brick, with a plinth articulated at first floor level to accentuate the edges of the public realm, whilst the landmark buildings featuring orange banding. The building is shown in figure 2.

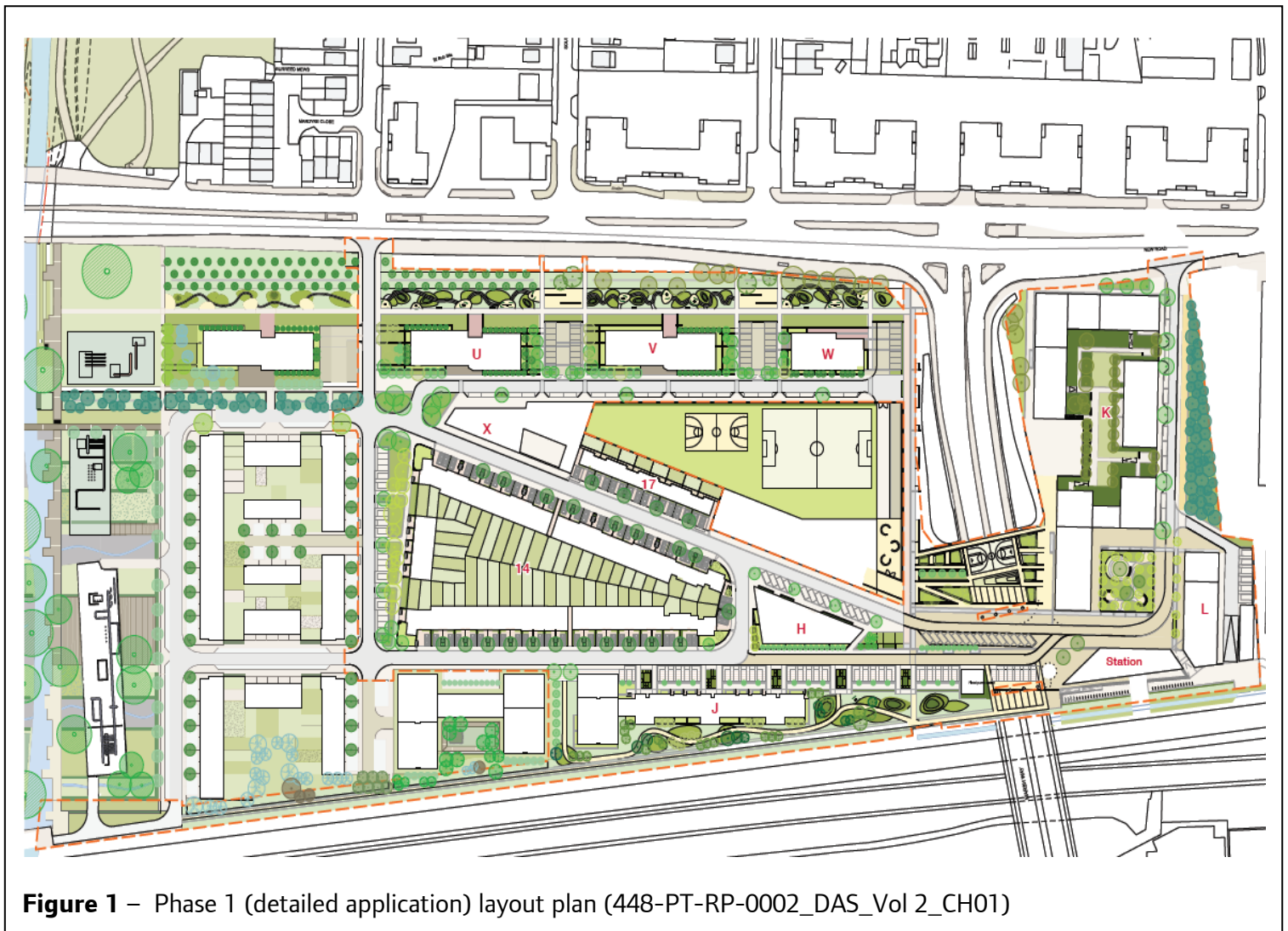


Figure 1 – Phase 1 (detailed application) layout plan (448-PT-RP-0002_DAS_Vol 2_CH01)

23 Building L would lie on the eastern side of the station building, rising to 7 stories in the north, facing the Station Approach Road, and 12 storeys in the south. The building would contain 60 homes and retail floorspace.

24 The single storey, trapezoid station building will lie on the southern side of the Station Square, with taxi-rank and cycle parking outside. A bridge, connecting the station building to the platforms, is also proposed. The provision of the station platforms is not part of the application and is being pursued separately by Network Rail.

25 West of the Station Square, beneath the flyover, it is proposed to provide an area of public realm, with a publicly accessible 'ball court' and 'science trail'. Building H would sit adjacent to this area of public realm and is intended to be a marker building within the masterplan, located at the junction of two main routes approaching the Station Square. The building will rise to 7 storeys in the east, stepping down to 4 storeys in the west. The building will contain 37 flats and L&Q's management office.

26 Buildings W, V and U, which rise from 5 to 8 storeys, would front New Road but would be set back behind the Linear Park. It is proposed that these buildings would form a series of Villa or Mansion-blocks, predominately of a light brick appearance, which would then be replicated in the outline element of the proposals. It is proposed to provide 122 units across these buildings.

27 Building J lies on the southern elevation of the site, separated from the railway line by an area of landscaping to be known as South Gardens. It would rise to 11 stories on its eastern end, closest to the station Square, with a 5 -storey shoulder and a further 4-storey rectangular block extending to the west, which would contain duplexes with flats above. Building J is illustrated in figure 3.

28 Between the Park Avenue and South Drive, it is proposed to develop two roads of terraced housing, each set back behind a driveway, with rear gardens backing onto each other, as illustrated in figure 4. It is proposed to create 64 homes on these plots.



Figure 2 – Block K (extract from 448-PT-RP-0002_DAS_Vol 2_CH10)



Figure 3 – Block J (extract from 448-PT-RP-0002_DAS_Vol 2_CH07)



Figure 4 –Terraced homes on Plots 14 and 17 (extract from 448-PT-RP-0002_DAS_Vol 2_CH05)

29 The outline component covers the remainder of the site and proposes seven further phases (Phases 2-8) and shown in figure 5, which comprise:

- Enabling works of phases 2 – 8, including clearing of any on-site structures, addressing contamination and surcharging to prevent future settlement;
- Up to 2,360 new dwellings, of which 50% will be provided as affordable;
- Up to 1,996 sq.m. of flexible retail, leisure, community space, including a multi-faith centre of at least 800 sq.m;
- 1,314 car parking spaces (including 98 visitor spaces);
- New open space in the form of a 3.5-hectare park adjacent to the Beam River, streets, amenity spaces and landscaping;
- Sites for two 3FE primary schools, to be transferred to the Councils; and
- An energy centre.

30 The outline proposals would be split into 7 distinct phases, phases 2 – 8, with each phase being comprised of various development plots. Areas of hard and soft landscaping will punctuate the spaces between the buildings, as indicated on the parameter plans and discussed in detail in the design section of this report. The ground floor uses of the outline phase will be predominately residential, with the exception of the two school plots and the multi-faith centre as well as small areas in phases 3 and 5 which are proposed for flexible retail, leisure and community support uses.

31 The Beam River and its flood plains on the east and west banks will form a central park, dividing the development and providing an area of informal amenity, linking with Beam River Country Park in the north. A linear park is also proposed, which would run parallel to New Road from Phase 1 to Phase 8. To the south of the site, it is proposed to create the South Gardens, which would provide a visual and physical buffer between the railway lines and the development. In terms of connectivity, Park Lane is proposed to be the central tree-lined avenue within the outline proposals, linking Phase 2 with Phase 8, whilst Kent Avenue would run vertically and define the western edge of the proposals.

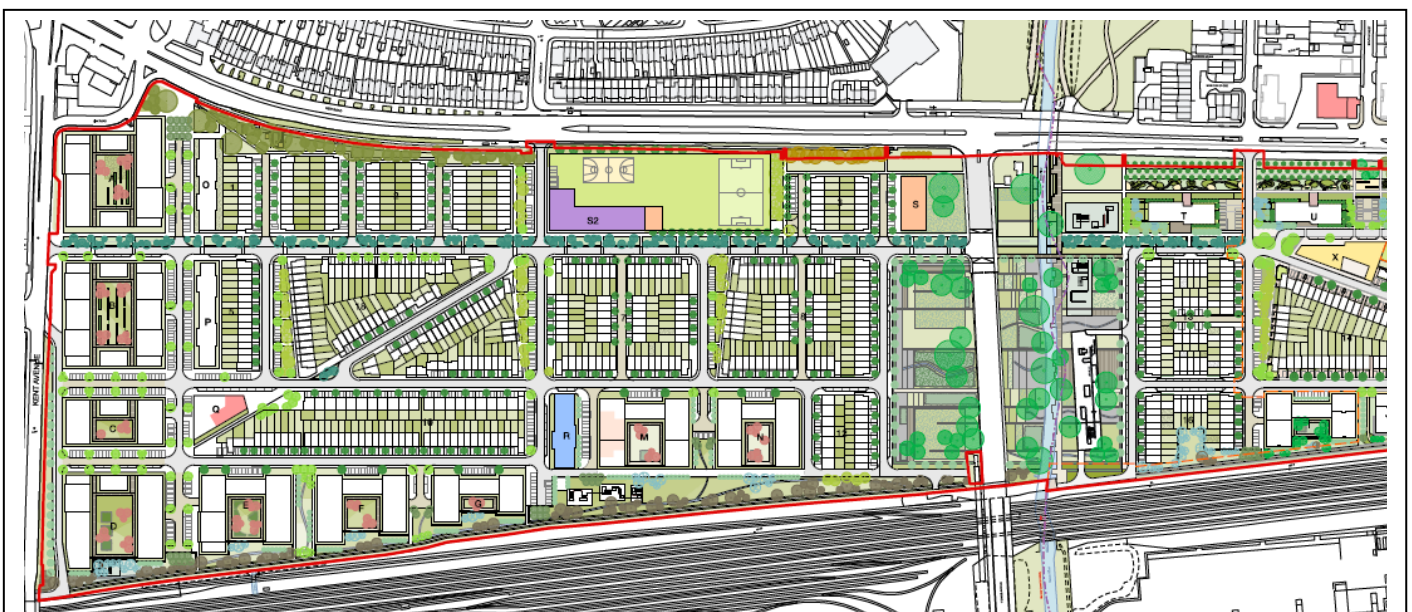


Figure 5 – Phases 2 - 8 (outline) layout plan (extract from 448-PT-MP-PL-1101-PL9)

32 The height within the outline phase responds to the site's accessibility and topography, with the tallest apartment buildings within the phase being located on the west of the site in recognition of its close proximity to Dagenham Dock station and the new local centre at Chequers Corner, where up to 10 storeys are proposed. The centre of the site will feature rows of terraced properties, along Garden Roads or Mews-type lanes.

33 Two schools are proposed within the outline element of the proposals: one in Barking & Dagenham, parallel to New Road but accessed from the south; and one in Havering, located adjacent to the flyover and opposite building H.

34 Upon the initial submission, the application was accompanied by a linked planning application for enabling works to prepare the site for the development of Phase 1 (LB Havering ref: P1226.17). The application proposed the clearing of on-site structures, addressing contamination and surcharging works to prevent future settlement. The application was not referable to the Mayor and was approved by Havering Council planning officers under delegated authority on 30 October 2017. These works have commenced on site.

Relevant planning history

35 The site was occupied by Ford until 2003. Since this time there has been limited planning history. Most recently, the site was used for dress rehearsals of the opening ceremonies of the London 2012 Olympic and Paralympic Games.

36 Planning permission was granted in June 2018 for a marketing suite, which has been partially implemented (LBH reference: A0018.18). Planning permission has also been granted for the surcharging of Phase 1 in October 2017 (LBH reference: P1226.17).

Current application

21. The scheme was subject to extensive pre-application discussions with GLA offices as well as LBBD and LBH officers, for approximately two years, including monthly all-party liaison meetings, design workshops and topic-based meetings. On 12 December 2016, a formal pre-planning application meeting was held at City Hall focusing on strategic level London Plan issues for the masterplan redevelopment of the site, comprising the provision of approximately 2,850 homes, including 35% affordable, two schools, a new railway station, commercial floorspace and greenspace.

22. The GLA's pre-application advice report of 20 December 2016 stated that, whilst the land use principles and approach to density, massing, unit mix, layout, public realm and open space was strongly supported, the applicant was advised that any future planning application would need to address the matters raised in the advice report, with respect to Phase 1 access, layout, affordable housing, transport and energy.

37 Stage 1: On 18 August 2017, the Mayor of London received documents from Barking & Dagenham and Havering Councils and notifying him that a planning application had been submitted that was of potential strategic importance, referring it under Categories 1A, 1B, 1C and 2C of the Schedule to the Order:

- Category 1A: Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats.
- Category 1B(c): Development which comprises or includes the erection of a building or buildings outside Central London and with a total floorspace of more than 15,000 square metres.

- Category 1C(c): Development which comprises or includes the erection of a building more than 30 metres high and outside the City of London.
- Category 2C(d): Development to provide a railway station or tram station.

38 On 2 October 2017, the Mayor of London considered a GLA planning report reference: D&P/2933a/01. The report advised Barking & Dagenham and Havering Councils that the application did not fully comply with the London Plan and issues around affordable housing, urban design, climate change and transport should be addressed; however, it noted that the land use principles were strongly supported.

39 On 15 March 2018, Havering Council's planning committee deferred the application for planning officers to clarify the position in relation to school provision, height, affordable housing, health care provision and level of parking.

40 On 19 March 2018, Barking & Dagenham's planning committee approved the application.

41 The application was then heard at the next Havering planning committee meeting on 5 April 2018, where Havering Council's planning committee resolved to refuse planning permission for the application, with 6 votes for a motion to refuse the application and 5 votes against this motion. The decision to refuse the application was against officers' recommendation, and, on 27 April 2018, the Council advised the Mayor of this decision. The Council's draft decision notice includes the following reasons for refusal:

1. The proposed development, by reason of its overall height would result in a development which would be out of character with the area contrary to the provisions of Policies DC61 and DC66 of the Development Control Policies DPD and the provisions of the Rainham and Beam Park Planning Framework 2016.
2. In the absence of a legal agreement to secure an agreed level of affordable housing; to secure land for new primary schools; to provide and fit out a new healthcare facility; to provide a new rail station to provide financial contributions for educational purposes, to mitigate the impact of the development upon public transport; towards the provision of off-site sport and leisure facilities for employment and training purposes; for Beam Parkway improvements the installation of an air quality monitoring station the introduction of new Controlled Parking Zone; the provision of car club spaces, together with the payment of appropriate carbon offset contributions, a restriction on the ability of residents applying for parking permits, the management of open space, the safeguarding of land for a vertical access to Marsh Way and assisting with the planning and implementation of a bus loop and junction modifications; as well as the payments of legal and monitoring costs necessary as a result of the impact of the development, the proposal is considered to be contrary to Policy DC72 of the Development Control Policies DPD.

42 Stage 2: On 8 May 2018, the Deputy Mayor for Planning, Regeneration and Skills (hereafter, Deputy Mayor), acting under delegated powers, considered a GLA planning report reference GLA/2933a/02. The report concluded that, having regard to the details of the application, the development is of such a nature and scale that it would have a significant impact on the implementation of the London Plan, and there are sound planning reasons for the Mayor to intervene in this case and issue a direction under Article 7 of the Order that he would act as the Local Planning Authority for the purpose of determining the application. The report identified that there were outstanding matters that needed to be resolved, including issues around affordable housing and the phasing of its delivery, climate change and the level of visitor car parking. The Deputy Mayor agreed this recommendation.

43 Since the direction was issued, GLA officers have worked with the applicant to optimise residential provision on the site and ensure design quality, as well as to resolve the outstanding issues, notably relating to car parking and the delivery of the station. Revised plans were submitted by the applicant on 3 August 2018 and are discussed below.

44 Re-consultation on amended plans: A 22-day re-consultation was carried out on 15 August 2018, notifying interested parties on proposed amendments by the applicant to plans and documents in relation to the increase in residential units across the site from 2,900 to 3,000, increase in proposed car parking spaces from 1,658 spaces to 1,672 spaces (though a decrease in overall parking ratio), increase in cycle parking spaces to 4,604 spaces, increase in height of buildings K1, K2, K5, W, L, H and J1, reorientation of two end-of-terrace units, conversion of land previously safeguarded beneath the flyover to be incorporated into the sitewide public realm and revision to school plot S1.

45 Site visit: The Deputy Mayor undertook an accompanied site visit on 14 September 2018 with GLA and TfL officers, representatives of the Council, and the applicant team.

Relevant legislation, policies and guidance

46 In determining this application, the Deputy Mayor must determine the application for planning permission in accordance with the requirement of Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004. In particular, the Deputy Mayor is required to determine the application in accordance with the development plan unless material considerations indicate otherwise.

47 For the purposes of Section 38(6), the development plan for the area comprises the following documents: Barking & Dagenham Core Strategy (2010), Borough Wide Development Policies Development Plan (2011) and Site Specific Allocations Development Plan Document (2010) (collectively forming the 'Barking & Dagenham Local Plan' and referred to accordingly hereafter); Havering Core Strategy and Development Control Policies DPD (2008) (hereafter 'Havering Local Plan'); and the London Plan (2016, consolidated with alterations since 2011). The draft London Plan (2017) and draft Havering Local Plan (2018) are also material considerations.

48 On 1 December 2017, the Mayor published his draft London Plan for public consultation. Consultation on the plan closed on 2 March 2018 and Minor Suggested Changes were made on 13 August 2018; this must be taken into account but the weight attached to the draft Plan must reflect its stage of preparation, in accordance with guidance set out within the NPPF.

49 The Deputy Mayor is also required to have regard to national planning policy in the form of the Revised National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG), as well as supplementary planning documents and, depending on their state of advancement, emerging elements of the development plan and other planning policies. The following are therefore also relevant material considerations:

- London Riverside Opportunity Area Planning Framework (2015); and
- Havering Council's Rainham & Beam Park Planning Framework (2016).

The principal relevant material planning considerations which arise in the context of the current application are: land use principles (including housing, employment, health, education and ancillary community and retail uses); housing (including affordable housing, housing tenure, mix, density and housing quality) urban design (including layout, landscaping and masterplanning, height and massing, architectural quality and appearance, heritage, fire safety and designing out crime); inclusive design; neighbouring amenity impacts (including privacy/overlooking; noise/disturbance);

natural environment; sustainability (including climate change mitigation and adaptation, including sustainable drainage); other environmental considerations (including air quality, contaminated land and waste management), transport, including the provision of Beam Park station, and; mitigating the impact of development through planning obligations and conditions. The relevant planning policies and guidance at the national, regional and local levels are as noted in the following paragraphs.

National planning policy and guidance

50 The National Planning Policy Framework (NPPF) provides the Government's overarching planning policy, key to which, is a presumption in favour of sustainable development. First published in 2012, the Government published revisions to the NPPF in July 2018. The NPPF defines three dimensions to sustainable development: an economic objective contributing to building a strong, responsive and competitive economy; a social objective supporting strong, vibrant and healthy communities; and, an environmental objective contributing to protecting and enhancing our natural, built and historic environment. The relevant components of the NPPF are:

- 2. Achieving sustainable development
- 4. Decision-making
- 5. Delivering a sufficient supply of homes
- 6. Building a strong, competitive economy
- 7. Ensuring the vitality of town centres
- 8. Promoting healthy and safe communities
- 9. Promoting sustainable transport
- 11. Making effective use of land
- 12. Achieving well-designed places
- 14. Meeting the challenge of climate change, flooding and coastal change
- 16. Conserving and enhancing the historic environment

51 The National Planning Practice Guidance is also a material consideration.

Regional planning policy and guidance

52 The London Plan (as amended 2016) is the Spatial Development Strategy for Greater London. The relevant policies within the London Plan are:

- Policy 1.1 Delivering the strategic vision and objectives for London;
- Policy 2.3 Growth areas and co-ordination corridors;
- Policy 2.6 Outer London: vision and strategy;
- Policy 2.7 Outer London: economy;
- Policy 2.8 Outer London: transport;
- Policy 2.13 Opportunity area and intensification areas;
- Policy 2.15 Town centres;
- Policy 2.18 Green infrastructure;
- Policy 3.1 Ensuring equal life chances for all;
- Policy 3.2 Improving health and addressing health inequalities;
- Policy 3.3 Increasing housing supply;
- Policy 3.4 Optimising housing potential;
- Policy 3.5 Quality and design of housing developments;
- Policy 3.6 Children and young people's play and informal recreation facilities;

- Policy 3.7 Large residential developments;
- Policy 3.8 Housing choice;
- Policy 3.9 Mixed and balanced communities;
- Policy 3.10 Definition of affordable housing;
- Policy 3.11 Affordable housing targets;
- Policy 3.12 Negotiating affordable housing;
- Policy 3.13 Affordable housing thresholds;
- Policy 3.16 Protection and enhancement of social infrastructure;
- Policy 3.18 Education facilities;
- Policy 3.19 Sports facilities;
- Policy 4.1 Developing London's economy;
- Policy 4.2 Offices
- Policy 4.3 Mixed use development and offices;
- Policy 4.4 Managing industrial land and premises;
- Policy 4.6 Support for and enhancement of arts, culture, sport and entertainment;
- Policy 4.7 Retail and town centre development;
- Policy 4.9 Small shops
- Policy 4.12 Improving opportunities for all;
- Policy 5.1 Climate change mitigation;
- Policy 5.2 Minimising carbon dioxide emissions;
- Policy 5.3 Sustainable design and construction;
- Policy 5.4A Electricity and gas supply;
- Policy 5.5 Decentralised energy networks;
- Policy 5.6 Decentralised energy in development proposals;
- Policy 5.7 Renewable energy;
- Policy 5.9 Overheating and cooling;
- Policy 5.10 Urban greening;
- Policy 5.11 Green roofs and development site environs;
- Policy 5.12 Flood risk management;
- Policy 5.13 Sustainable drainage;
- Policy 5.14 Water quality and wastewater infrastructure;
- Policy 5.15 Water use and supplies;
- Policy 5.17 Waste capacity;
- Policy 5.18 Construction, excavation and demolition waste;
- Policy 5.21 Contaminated Land;
- Policy 6.1 Strategic approach;
- Policy 6.2 Providing public transport capacity and safeguarding land for transport;
- Policy 6.3 Assessing the effects of development on transport capacity;
- Policy 6.4 Enhancing London's transport connectivity;
- Policy 6.5 Funding Crossrail and other strategically important transport infrastructure;
- Policy 6.7 Better streets and surface transport;
- Policy 6.9 Cycling;
- Policy 6.10 Walking;
- Policy 6.11 Smoothing traffic flow and tackling congestion;
- Policy 6.12 Road network capacity;
- Policy 6.13 Parking;
- Policy 6.14 Freight;
- Policy 7.1 Lifetime neighbourhoods;

- Policy 7.2 An inclusive environment;
- Policy 7.3 Designing out crime;
- Policy 7.4 Local character;
- Policy 7.5 Public realm;
- Policy 7.6 Architecture;
- Policy 7.7 Location and design of tall and large buildings;
- Policy 7.8 Heritage assets and archaeology;
- Policy 7.13 Safety, security and resilience to emergency;
- Policy 7.14 Improving air quality;
- Policy 7.15 Reducing noise and enhancing soundscapes;
- Policy 7.18 Protecting open space and addressing deficiency;
- Policy 7.19 Biodiversity and access to nature;
- Policy 7.21 Trees and woodlands;
- Policy 7.24 Blue ribbon network;
- Policy 7.27 Blue ribbon network: support infrastructure and recreational use
- Policy 7.28 Restoration of the blue ribbon network;
- Policy 8.2 Planning obligations; and,
- Policy 8.3 Community Infrastructure Levy.

53 The draft London Plan was published for consultation on 1 December 2017, with Minor Suggested Changes published on 13 August 2018. This must be taken into account in the determination, but the weight attached to the draft Plan must reflect its stage of preparation, as referred to above. The following policies are considered to be relevant:

- Policy GG1 Building strong and inclusive communities;
- Policy GG2 Making best use of land;
- Policy GG3 Creating a healthy city;
- Policy GG4 Delivering the homes Londoners need;
- Policy GG5 Growing a good economy;
- Policy GG6 Increasing efficiency and resilience;
- Policy SD1 Opportunity Areas;
- Policy SD6 Town centres;
- Policy SD7 Town centres network;
- Policy SD8 Town centres: development principles and Development Plan Document;
- Policy SD10 Strategic and local regeneration;
- Policy D1 London's form and characteristics;
- Policy D2 Delivering good design;
- Policy D3 Inclusive design;
- Policy D4 Housing quality and standards;
- Policy D5 Accessible housing;
- Policy D6 Optimising housing density;
- Policy D7 Public realm;
- Policy D8 Tall Buildings;
- Policy D10 Safety, security and resilience to emergency;
- Policy D11 Fire Safety;
- Policy D12 Agent of change;
- Policy D13 Noise;
- Policy H1 Increasing housing supply;
- Policy H3 Monitoring housing targets;

- Policy H5 Delivering affordable housing;
- Policy H6 Threshold approach to applications;
- Policy H7 Affordable housing tenure;
- Policy H12 Housing size mix;
- Policy S1 Developing London's social infrastructure;
- Policy S2 Health and social care facilities;
- Policy S3 Education and childcare facilities;
- Policy S4 Play and informal recreation;
- Policy S5 Sports and recreation facilities;
- Policy E4 Land for industry, logistics and services to support London's economic function;
- Policy E9 Retail, markets and hot food takeaways;
- Policy E11 Skills and opportunities for all;
- Policy HC1 Heritage conservation and growth;
- Policy G1 Green infrastructure;
- Policy G4 Local green and open space;
- Policy G5 Urban greening;
- Policy G6 Biodiversity and access to nature
- Policy G7 Trees and woodland;
- Policy G8 Biodiversity and access to nature;
- Policy SI1 Improving air quality;
- Policy SI2 Minimising greenhouse gas emissions;
- Policy SI3 Energy infrastructure;
- Policy SI4 Managing heat risk;
- Policy SI5 Water infrastructure;
- Policy SI7 Reducing waste and promoting a circular economy;
- Policy SI8 Waste capacity and net waste self-sufficiency;
- Policy SI12 Flood Risk Management;
- Policy SI13 Sustainable drainage;
- Policy SI16 Digital connectivity infrastructure;
- Policy T1 Strategic approach to transport;
- Policy T2 Healthy streets;
- Policy T3 Transport capacity, connectivity and safeguarding;
- Policy T4 Assessing and mitigating transport impacts;
- Policy T5 Cycling;
- Policy T6 Car parking;
- Policy T6.1 Residential parking;
- Policy T6.3 Retail parking;
- Policy T6.5 Non-residential disabled persons parking;
- Policy T7 Freight and servicing;
- Policy T9 Funding transport through planning; and
- Policy DF1 Delivery of the plan and planning obligations.

54 The following published supplementary planning guidance (SPG), strategies and other documents are also relevant:

- Affordable Housing and Viability SPG (August 2017), which must be considered in the context of the decision in *R(McCarthy & Stone) v. Mayor of London*, in which the High Court granted a declaration that references in the SPG to late stage review were

unlawful, to the extent that late stage review is recommended in all cases, irrespective of the time which is likely to be taken before a scheme is built out.

- Housing SPG (March 2016, as amended);
- Crossrail Funding SPG (March 2016).
- Social Infrastructure SPG (May 2015);
- Accessible London: achieving an inclusive environment SPG (October 2014);
- The control of dust and emissions during construction and demolition SPG (July 2014);
- Shaping Neighbourhoods: character and context SPG (June 2014);
- Sustainable Design and Construction SPG (April 2014);
- Shaping Neighbourhoods: play and informal recreation SPG (September 2012); and
- All London Green Grid SPG (March 2012)
- Mayor's Housing Strategy (May 2018);
- Mayor's Transport Strategy (March 2018);
- Mayor's Environment Strategy (May 2018).

Local planning policy and guidance

Barking & Dagenham

55 Barking & Dagenham's Core Strategy (2010), Borough Wide Development Policies (2011) and Site Specific Allocations Development Plan Document (2010) provide the local policy approach for the borough. The relevant policies are:

Core Strategy

- Policy CM1 General Principles for Development
- Policy CM2 Managing Housing Growth
- Policy CM4 Transport Links
- Policy CM5 Town Centre Hierarchy
- Policy CR1 Climate Change and Environmental Management
- Policy CR2 Preserving and enhancing the Natural Environment
- Policy CR3 Sustainable Waste Management
- Policy CR4 Flood Management
- Policy CC1 Family Housing
- Policy CC2 Social Infrastructure to Meet Community Needs
- Policy CC3 Achieving Community Benefits through Developer Contributions
- Policy CE1 Vibrant and Prosperous Town Centres
- Policy CP1 Vibrant Culture and Tourism
- Policy CP2 Protecting and Promoting our Historic Environment
- Policy CP3 High Quality Built Environment

Borough Wide Development Policies DPD

- Policy BR1 Environmental Building Standards
- Policy BR2 Energy and On-Site Renewables
- Policy BR3 Greening the Urban Environment
- Policy BR4 Water Resource Management
- Policy BR5 Contaminated Land
- Policy BR7 Open Space (Quality and Quantity)

- Policy BR9 Parking
- Policy BR10 Sustainable Transport
- Policy BR11 Walking and Cycling
- Policy BR13 Noise Mitigation
- Policy BR14 Air Quality
- Policy BR15 Sustainable Waste Management
- Policy BC1 Delivering Affordable Housing
- Policy BC2 Accessible and Adaptable Housing
- Policy BC5 Sports Standards
- Policy BC7 Crime Prevention
- Policy BC8 Mixed Use Development
- Policy BC10 The Health Impacts of Development
- Policy BC11 Utilities
- Policy BE1 Protection of Retail Uses
- Policy BE2 Development in Town Centres
- Policy BE3 Retail Outside or on the Edge of Town Centres
- Policy BE4 Managing the Evening Economy
- Policy BE5 Offices – Design and Change of Use
- Policy BP1 Culture and Tourism
- Policy BP2 Conservation Areas and Listed Buildings
- Policy BP3 Archaeology
- Policy BP4 Tall Buildings
- Policy BP5 External Amenity Space
- Policy BP6 Internal Space Standards
- Policy BP8 Protecting Residential Amenity
- Policy BP10 Housing Density
- Policy BP11 Urban Design

Supplementary planning guidance (SPG) and supplementary planning documents (SPD)

56 The following adopted Barking & Dagenham SPDs and SPG are also relevant to the proposal:

- Biodiversity (2012);
- Trees and Development (2012); and

Havering

57 Havering Council’s Core Strategy and Development Management DPD (2008), which a single document, broken into ‘core policies’ and ‘development control policies’, and Site Specific Allocations (2008) provide the local policy approach for the Borough. The relevant policies are:

- CP1 Housing Supply
- CP2 Sustainable Communities
- CP3 Places to Work
- CP4 Town Centres
- CP7 Recreation and Leisure
- CP8 Community Facilities
- CP9 Reducing the Need to Travel
- CP10 Sustainable Travel

- CP11 Sustainable Waste Management
- CP15 Environmental Management
- CP17 Design
- CP18 Heritage
- DC1 Loss of Housing
- DC2 Housing Mix and Density
- DC3 Housing Design and Layout
- DC6 Affordable Housing
- DC7 Lifetime homes and mobility housing
- DC8 Places to Live
- DC13 Access to Employment Opportunities
- DC15 Locating Retail and Service Development
- DC16 Core and Fringe Frontages in District and Local Centre
- DC20 Access to Recreation and Leisure including Open Space
- DC21 Major Developments and Open Space, Recreation and Leisure Facilities
- DC23 Food, Drink and the evening economy
- DC26 Location of Community Facilities
- DC27 Provision of Community Facilities
- DC28 Dual Use of Educational Facilities
- DC29 Educational Premises
- DC30 Contribution of Community Facilities
- DC32 The Road Network
- DC33 Car Parking
- DC34 Walking
- DC35 Cycling
- DC36 Servicing
- DC37 Safeguarding
- DC40 Waste Recycling
- DC48 Flood Risk
- DC49 Sustainable Design and Construction
- DC51 Water Supply, Drainage and Quality
- DC52 Air Quality
- DC53 Contaminated Land
- DC55 Noise
- DC56 Light
- DC58 Biodiversity and geodiversity
- DC59 Biodiversity in New Developments
- DC60 Trees and Woodland
- DC61 Urban Design
- DC62 Access
- DC63 Delivering Safer Places
- DC66 Tall Buildings and Structures
- DC67 Buildings of Heritage Interest
- DC70 Archaeology and Ancient Monuments
- DC72 Planning Obligations

In addition, Havering Council published its draft Local Plan for consultation in September 2018. The draft Local Plan was submitted to the Secretary of State on 27 March 2018. On 18 June 2018, the

appointed Inspector wrote to Havering Council with some initial queries, with the Council's response due by 2 July 2018. At the time of writing, no date has been publicised for the Examination in Public. This must be taken into account in the determination, but the weight attached to the draft Plan must reflect its stage of preparation, as referred to above. The following policies are considered to be relevant:

- Policy 2 Rainham and Beam Park Strategic Development Area
- Policy 3 Housing supply
- Policy 4 Affordable housing
- Policy 5 Housing mix
- Policy 7 Residential design and amenity
- Policy 12 Healthy communities
- Policy 13 Town Centre developments
- Policy 14 Eating and drinking
- Policy 15 Culture and creativity
- Policy 16 Social infrastructure
- Policy 17 Education
- Policy 18 Open Space, sports and recreation
- Policy 22 Skills and training
- Policy 23 Transport connections
- Policy 24 Parking provision and design
- Policy 26 Urban design
- Policy 27 Landscaping
- Policy 28 Heritage assets
- Policy 29 Green infrastructure
- Policy 30 Nature conservation
- Policy 31 Rivers and river corridors
- Policy 32 Flood management
- Policy 33 Air quality
- Policy 34 Managing pollution
- Policy 35 On-site waste management
- Policy 36 Low carbon design, decentralised energy and renewable energy

Supplementary planning guidance (SPG) and supplementary planning documents (SPD)

58 The following adopted Havering SPDs and SPG are also relevant to the proposal:

- Sustainable Design and Construction (2009);
- Residential Design (2010);
- Landscaping (2011);
- Designing Safer Places (2010);
- Protecting and Enhancing the borough's biodiversity (2009);
- Heritage (2011); and
- Planning Obligations (2013).

Other relevant documents

59 Havering Council adopted the Rainham and Beam Park Planning Framework (RBBPF) in January 2016. The RBBPF provides a comprehensive and flexible plan for the Rainham and Beam Park area, with the aim of creating a place that is a sustainable neighbourhood, a great place to live,

a place with a strong identity, an accessible place and a place with quality open spaces. The Framework subdivides the wider area into numerous character areas. Two of these character areas are of direct relevance to the site:

- Beam Park Centre, which will be situated next to the new C2C railway station and is proposed to become the new local centre, providing a focus for urban life for new and existing communities. Beam Park centre should provide local shops, services and community uses, with apartment living in the upper floors. The centre should be focussed around a new gateway space outside the station and a new street link with New Road that provides high quality public realm, with active ground floor uses.
- Park View Living, which is situated immediately west of the Beam Park Centre, will have an urban feel, with compact development form and apartment buildings that provide strong enclosure to Beam Park and New Road. The interior of the blocks should comprise a more intimate and green environment with low rise housing, shared spaces and streets that emphasise views and connections to the new park.

60 The principles of the other character areas are broadly relevant in that they guide wider development of the surrounding sites.

Community Infrastructure Levy

61 London borough councils are able to introduce Community Infrastructure Levy (CIL) charges which are payable in addition to the Mayor's CIL. Barking & Dagenham Council's draft CIL examination hearing took place on 14 May 2014. The Inspector's report on the Council's proposed charging schedule was published on 28 May 2014, and found the Charging Schedule to be sound, without any proposed modifications. The charging schedule came into force on 3 April 2015. Havering Council has not adopted a CIL charging schedule. The Council consulted on the Preliminary Draft Charging Schedule from 23 February 2015 to 10 April 2015; however, this has not been formally examined or adopted and, as such, is not presently a relevant consideration.

62 The Barking & Dagenham CIL charging schedule sets a variable rate for residential uses (Class C1 – C4 and Sui Generis HMOs): £70 per sq.m in Barking Town Centre, Leftley and Faircross; £25 per sq.m in Barking Riverside (defined as the area covered by the Barking Riverside Key Regeneration Area); and £10 per sq.m in the rest of the borough. For retail uses (Class A1 – A5) a charge of £135 per sq.m is levied. Supermarkets and superstores are charged £175 per sq.m, business floorspaces (Class B1b, B1c, B2 and B8) and all non-residential uses are £10 per sq.m. Offices (Class B1a), municipal leisure, health and education uses have a nil charge.

Response to consultation

63 Barking & Dagenham and Havering Councils have both publicised the application locally. In addition, the GLA has carried out consultation on revised plans that were submitted subsequent to the Deputy Mayor taking over the application, and comments received are outlined below.

Barking & Dagenham

64 Barking & Dagenham Council publicised the application by sending notifications to 234 addresses, as well as issuing site and press notices. The Council received no responses to public consultation.

Havering

65 Havering Council publicised the application by sending notifications to 909 addresses, as well as issuing site and press notices. A total of 35 objections and 1 support comment was received. 52 pro-forma support forms from the pre-application exhibition were also received.

66 The grounds for objection included overdevelopment; too many flats; flood risk; inadequate green space; traffic congestion; inadequate affordable housing and rented units; influx of people from outside the Borough; inadequate car parking; concern over 'buy to let'; impact on public transport; loss of local business; poor quality housing; impact on health and education facilities; parts of scheme should be given over to self-build; should include retirement homes; buildings too high; and ground contamination.

Statutory consultee responses

67 The following statutory consultees have also commented:

- **Historic England (archaeology):** No objections subject to conditions securing a written scheme of investigation, foundation design and a historic building investigation.
- **Sport England:** The applicant has not demonstrated that the sports pitches and courts to be provided would meet the demand generated by the development in the context of the Councils' playing pitch demands which have been set out in the Playing Pitch Strategy.
- **Natural England:** No objection, subject to biodiversity enhancements and measures to reduce air pollution.
- **Environment Agency:** No objection, subject to securing an 8 metre buffer zone along the River Beam, land contamination, borehole decommissioning, minimum floor levels and compliance with the Flood Risk Assessment.
- **London City Airport:** No safeguarding objection, based on the tallest buildings being no more than 11 storeys (38.5 metres) in height.
- **High Speed 1:** No objection.
- **C2C:** Support the construction of the new Beam Park railway station.
- **EDF Energy:** No objection.
- **Health & Safety Executive (HSE):** No objections on safety grounds. Request that HSE are consulted on the reserved matters applications for phases 2-8.
- **Cadent & National Grid:** Advise of the presence of gas infrastructure and equipment on and around the site.
- **Clinical Commissioning Group (CCG):** Request that the health care facility is increased from 750 sq.m to 1500 sq.m.
- **London Fire & Emergency Planning Authority:** In respect of vehicular access, the Brigade are satisfied with the proposals. In respect of water supply, the Fire Brigade have advised that 8 fire hydrants will be required for Phase 1.
- **Thames Water:** No objections, subject to conditions regarding surface water drainage and piling.
- **Essex & Suffolk Water:** No objections.

Other responses to the Council, including non-statutory consultees, residents' groups and elected members

- **Steer Davies Gleave (Beam Parkway Design Team):** Need to align the design with the Beam Parkway proposals and lack of a bus loop through the scheme is noted.
- **Clarion Housing Group:** Wish to work with all parties to achieve a workable solution between the development and their proposed scheme at 90 New Road, which is adjacent. Note that the indicative bus loop shown in the proposals is not deliverable without their site.

68 Internal consultees: Barking & Dagenham borough officers have provided comments in relation to environmental health, transport, children's services, regeneration and culture, access, trees, employment and skills and flooding and drainage. Havering officers have provided comments in relation to education, flooding, highways, waste and design. The points raised have been considered in the body of the report and are reflected in the suggested conditions.

Re-consultation exercise

69 The planning application was called in on 8 May 2018. Since that time, a neighbourhood re-consultation exercise took place, between 16 August 2018 and 6 September 2018 for 22 days in relation to revisions to the scheme that had been updated since the original consultation exercise. A total of 1,160 letters of notification were distributed to local addresses, comprising 234 in Barking & Dagenham and 926 in Havering. Press notices were posted in the 10 August edition of the Romford Recorder and the 15 August edition of the Barking and Dagenham Post. Site notices were also erected on the site, covering both boroughs.

70 Responses: The Mayor and/or GLA officers have received 9 responses (8 in objection and 1 query) as a result of the public consultation exercise, including 2 from Havering Councillors and 1 from Havering Council. The majority of the objections reiterate concerns raised with the Council at the initial consultation stages, as detailed above. These responses have been made available to the Deputy Mayor for viewing and have been taken into account in this report.

71 In summary, the raised in objection to the scheme can be broadly summarised as regarding:

- The impact on air quality should the Rainham to Belvedere be selected as a the proposed location for a new Thames crossing.
- The height of the 16-storey building;
- Proposals out-of-character with the surroundings;
- Lack of parking;
- Insufficient infrastructure to support development;
- Proposed station should contain cycle parking as well as car parking;
- Impact on surrounding streets due to the lack of parking;
- Securing the social infrastructure; and
- Creation of 'no go' areas.

72 The objection to the revised scheme from Havering Council reflected the Council's reasons for refusal. In on the following grounds:

- Height would be out of character and would set an undesirable precedent for the whole of the Rainham and Beam Park Housing Zone;
- Lack of involvement of Havering officers in the design amendments proposed since the application was taken over by the Deputy Mayor, which is at odds with the collaborative

approach that has been a key feature previously (though noting that it was Havering that chose to refuse the application);

- Proposals are too dense for the PTAL, and contrary to London Plan Policy 3.4 which states that “it is important that higher density housing is not automatically seen as requiring high rise development”; and
- Design amendments have been too ‘height focused’.

73 The Council’s objection did, however, note that support for the redevelopment of the brownfield site remain ‘undiminished’.

74 Historic England, London City Airport, London Fire Brigade (Water), Health and Safety Executive, Thames Water and HS1 confirmed that the revised proposals raised no additional concerns, subject to securing the conditions that were agreed with the boroughs, where relevant.

75 Sport England confirmed that their original comments remained relevant, stating that the organisation welcomed the contribution to sporting facilities, as set out within the s106 agreement, as it would address some of the deficit in the borough for built sports facilities.

76 The Clinical Commissioning Group confirmed their continued support for the scheme.

Representations summary

77 All the representations received in respect of this application have been made available to the Deputy Mayor however; in the interests of conciseness, and for ease of reference, the issues raised have been summarised in this report as detailed above.

78 The main issues raised by the consultation responses, and the various other representations received, are addressed within the material planning considerations section of this report, and, where appropriate, through the proposed planning conditions, planning obligations and/or informatives outlined in the recommendation section of this report.

Environmental Impact Assessment

79 Planning applications for development that are covered by the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 are termed “EIA applications”. The requirement for an EIA is based on the likelihood of environmental effects arising from the development. The proposed development is considered to be Schedule 2 development likely to have significant effects on the environment by virtue of factors such as nature, size or location. Consequently, the application is considered to form an application for EIA development and it has been necessary that an Environmental Statement be prepared in accordance with EIA Regulations.

80 The applicants submitted a Scoping Report (submitted 5 December 2016, LBBB ref: 16/01939/SCOP, LBH ref: Z0001.17) outlining the scope of the Environmental Statement (ES) at pre-application stage. Following consultation with the relevant consultation bodies, Barking & Dagenham Council issued a Scoping Opinion on 15 February 2017 and Havering Council issued an Opinion on 14 March 2017). This confirmed that the scheme constituted EIA development and set out advice and instructions in relation to the methodology of the assessment. It identified a range of potential effects that would need to be included in the ES that was required to be submitted with the application.

81 The original ES, dated June 2017, has been divided into 16 sections: introduction; site and surrounding; the proposed development; construction and site management; assessment method; planning policy context; socio economics; ground conditions; hydrology and the water environment;

transport and access; air quality; noise and vibration; archaeology and cultural heritage; townscape and visual; ecology; and impact interactions. The statement included qualitative, quantitative and technical analysis of the impacts of the development on its surrounding environment in physical, social and economic terms. The impacts of the planning application are assessed individually and cumulatively with other consented applications in the vicinity of the application site.

82 An addendum to the ES was then submitted in November 2017 to accompany revisions to the scheme, focussing on strategic transport issues, and updating the access, noise and vibration, and air quality chapters of the original ES.

83 An addendum to the ES was submitted by the applicants on 3 August 2018 to accompany the revised plans. The addendum confirms that the revisions do not cause any new or different likely significant effects are identified for the construction or operational phases, with the exception of visual impact, than those assessed under the original ES.

84 Under the various subject headings, this report refers to the content and analyses contained with the ES and comments upon its findings and conclusions.

Material planning considerations

85 Having regard to the site and the details of the proposed development, relevant planning policy at the local, regional and national levels; and, the consultation responses and representations received, the principal planning issues raised by the application that the Deputy Mayor must consider are:

- Land use principles (including housing, employment, health, education and ancillary community and retail uses);
- Housing (including affordable housing, housing tenure, mix, density and housing quality);
- Urban design (including layout, landscaping and masterplanning, height and massing, architectural quality and appearance, heritage, fire safety and designing out crime);
- Inclusive design;
- Neighbouring amenity impacts (including privacy/overlooking; noise/disturbance);
- Natural environment;
- Sustainability (including climate change mitigation and adaptation, including sustainable drainage);
- Other environmental considerations (including air quality, contaminated land and waste management),
- Transport, including the provision of Beam Park station, and;
- Mitigating the impact of development through planning obligations and conditions.

86 These issues are considered within the following sections of the report.

Land use principles

87 Paragraph 11 of the revised NPPF promotes a presumption in favour of sustainable development and identifies a core set of land use planning principles, which should underpin both plan-making and decision-taking. The following are of relevance to the principle of development on the site:

- Deliver a sufficient supply of homes through significantly boost housing building, having regard to the specific housing needs of certain groups and provide on-site affordable housing to meet identified need (section 5);
- Build a strong and competitive economy through creating conditions where businesses can invest, expand and adapt and through recognising and addressing specific locational requirements of different sectors (section 6);
- Ensure the vitality of town centres, through supporting the role that town centres play at the heart of local communities (section 7);
- Promote healthy and safe communities, through planning policies and decisions that aim to achieve healthy, inclusive and safe places (section 8);
- Promote sustainable transport modes through focusing significant development in locations that are, or can be made, sustainable through limiting need to travel and offering a genuine choice (section 9); and
- Make an effective use of land through maximising the use of previously-developed or 'brownfield' land (section 11).

88 The site lies within the Mayor's London Riverside Opportunity Area and Rainham & Beam Park Housing Zone. At a local level, both Havering Council and Barking & Dagenham Council recognise the site as a key development site, within their respective local policy documents. The principle of the redevelopment of the site must be considered in the context of the London Plan, draft London Plan and both Barking & Dagenham Council and Havering Council Local Plan policies relating to the above designations as well as the NPPF, together with other policies relating to mixed-use development, employment, retail, educational uses.

89 London Plan Policy 2.13 and draft London Plan Policy SD1 states that development in Opportunity Areas is expected to optimise residential and non-residential outputs and contain a mix of uses. London Plan paragraph 2.58 states that Opportunity Areas are the capital's major reservoir of brownfield land with significant capacity to accommodate new housing, commercial and other development linked to existing or potential improvements to public transport accessibility, which is echoed in the supporting text to draft London Plan Policy SD1. Paragraph 2.61 of the London Plan confirms that Opportunity Areas are expected to make particularly significant contributions towards meeting London's housing needs.

90 The London Riverside Opportunity Area Planning Framework (OAPF) indicates the potential for significant intensification through the consolidation and intensification of industrial activities to free up land for housing, identifying an indicative capacity of 16,000 new jobs and a minimum of 26,500 new homes over the plan period, whilst the draft London Plan revises this to 44,000 homes and 29,000 jobs. The OAPF identifies this site as part of the A1306 Key Development Area, where the land use strategy is for residential-led mixed-use development, with a new station at Beam Park, and local centres around the new station and at Chequers Corner.

91 The site is allocated for residential-led mixed use development in both Havering and Barking & Dagenham Council's development plans. Havering's Site Specific Allocations DPD allocates its portion of the site as SSA11 'Beam Park', which is suitable for residential-led mixed use development with a new railway station. This is reinforced in the emerging draft Local Plan, where the Rainham & Beam Park Strategic Development Area is designated. Draft Local Plan Policy 2 supports the delivery of over 3,000 new homes, a new local centre around the station, a new primary school and health centre. Havering's Rainham & Beam Park Planning Framework promotes residential-led mixed-use development along a more pedestrian-friendly A1306 (with plans progressing to reduce the road down to two carriageways with improved cycle and pedestrian routes). Barking & Dagenham's Site Specific Allocations DPD apportions its part of the site as under the South Dagenham East allocation (SSA SM4) suitable for housing, education and health facilities, to include a new three-form entry (3FE) primary school.

92 The site was previously used as part of the Ford factory and was designated as Locally Significant Employment Land. The site is allocated in both Havering Council's Site Allocation DPD, as 'Beam Park', in the draft Havering Local Plan as the 'Rainham Beam Park Strategic Development Area' and Barking & Dagenham Council's Site Allocation DPD as 'South Dagenham East'. Barking & Dagenham state that the site could accommodate housing, health uses, educational uses and some light industrial uses, whilst Havering state that residential land uses could be complemented by ancillary education, community, leisure, recreation and retail uses. Based on the above, it is considered that the land use principles of the proposed development accords with relevant Mayoral and local policies.

Housing

93 The Mayor's Rainham and Beam Park Housing Zone is identified as being able to provide 3,457 new homes, of which 1,200 should be affordable. London Plan Policy 8.1 identifies Housing Zones as part of the implementation of the Plan to deliver the full housing potential of Opportunity Areas, whilst paragraph 2.1.9 of the draft London Plan recognises the importance of Housing Zones in supporting London's growth. The London Riverside Opportunity Area seeks a minimum of 26,500 homes, which is proposed to increase to 44,000 through the draft London Plan.

94 London Plan Policy 3.3 and draft London Plan Policy H1 seek to increase London's supply of housing and, in order to do so, sets each borough a housing target. The 2016 London Plan respectively sets Havering's and Barking & Dagenham's targets at 1,170 and 1,236 additional homes per year respectively between 2015 and 2025. The draft London Plan updates these figures for the 2019 – 2029 plan period, increasing Havering's annual target to 1,875 and Barking & Dagenham's to 2,264. The proposals will contribute significantly to each borough's target.

95 At a local level, Havering Policy CP1 prioritises building homes on brownfield land as well as ensuring that land is used efficiently, whilst Barking & Dagenham Policy CM1 seeks to focus development on key regeneration areas as well as on previously developed land.

96 The proposed development would provide 3,000 homes, of which 2,166 would be in Barking & Dagenham and 834 in Havering. In Havering, this would equate to 4.5% of the borough's total 10-year housing target and 44.5% of the annual target as set out in the draft London Plan. Whilst in Barking & Dagenham, the proposals would equate to 9.6% of the borough's 10-year target, and 96% of the annual target. In this context, the residential-led redevelopment of the site, to provide up to 3,000 homes on a brownfield site, is strongly supported in line with London Plan policies, draft London Plan policies and local policies.

97 The housing element of the proposals is discussed in further detail in paragraphs 125-177.

Health

98 London Plan Policy 3.17 provides guidance on health and social care facilities, stating that the Mayor will support high quality provision in areas of identified need. Draft London Plan Policy S2 provides further detail, stating that boroughs should work with Clinical Commissioning Groups, NHS and other organisations in order to: identify and address local health and social care needs; understand the impact and implications of service transformation; assess the need for health and social care facilities; identify sites for future provision; and identify opportunities for co-locating and maximising infrastructure.

Medical centre

99 The application is accompanied by a Health Statement addendum, which identifies a number of health care facilities and GP surgeries within the locality, whilst the Environmental

Statement states that the proposed development would generate approximately 4,405 new residents.

100 In recognition of this, and in addition to the community facilities, it is proposed to provide a 1,500 sq.m health facility within the ground and first floor of the northern part of block K. The applicant will provide this facility to shell-and-core, with the detailed interior design to be carried out by the CCG to meet their specifications. The floorspace of the facility was originally proposed to be just 750 sqm; however, discussions with the local Clinical Commissioning Group identified a need for a larger facility. The facility will enable the CCG to co-ordinate a range of health and social care facilities within one building to tackle the multiple needs of households. The facility will comprise multi-disciplinary teams that will collaborate closely with the voluntary and community sector to help deliver early intervention and preventative support.

101 The applicant's study of local facilities suggests that approximately 1,750 patients can be supported per 120 sq.m of gross internal area, where each GP has approximately 1,771 patients. As a result, it is considered that the medical centre could support in the order of 20,000 patients, which is well in excess of the population of the development.

102 The local CCG have confirmed that proposed facility is acceptable, and an agreement has been entered into, beyond the present application or S106 agreement, to run the facility. The lease, fit-out and service charge have been secured through the s106. The provision of a medical facility is supported in accordance with London Plan Policy 3.17 and draft London Plan Policy S2.

Pharmacy

103 As part of the original application submitted in July 2017, it was proposed to include a 108 sq.m pharmacy within block K in Phase 1; however, as a result of further conversations between Havering Council's Public Health Consultant, the applicant and NHS England, it is unlikely that a pharmacy license will be issued for this location.

104 Havering Council has produced a Pharmaceutical Needs Assessment (2018) which identifies need for future facilities in the borough and serves to inform NHS England in their decision making. The PNA concluded that there was no gap in provision, as 98% of the population live within one mile of a pharmacy, and, therefore, the PNA does not support any new pharmacies opening within the borough. The applicant's Environmental Statement provides localised detail on provision: there is one pharmacy within 0.5 miles of the site and 7 pharmacies within a mile of the site. The closest pharmacy to the site is at the Asda on Merriellands Crescent, 800 metres from the site. NHS England does not seek to fund additional pharmacies in areas that are already well-served and use LPA's PNA documents for determining future provision; in this instance, Havering Council's PNA does not support any further provision.

105 Instead, it is proposed to absorb this facility into the wider support uses in Phase 1 (Classes A1 – A4, D1 and D2) or as part of the health centre, as discussed below. Given this justification and noting that London Plan Policy 3.17 and draft London Plan Policy S2 support provision in areas of identified need, as well as the benefits of additional ancillary support uses, the absence of the pharmacy facility is acceptable.

Education

106 Paragraph 94 of the NPPF states a sufficient supply and choice of school places must be available to meet the needs of existing and new communities. London Plan Policy 3.18 and draft London Plan Policy S3 support the provision of education facilities to meet demands of a growing population. Havering Local Plan CP8 requires that major developments adequately contribute to ensuring existing and forecast needs are met, whilst draft Local Plan Policy 17 states that schools

will be supported where the facility is accessible by public transport, is of a high quality design, contributes to delivering the Council's agreed educational plan and provide sufficient and secure outdoor amenity space. Barking & Dagenham Local Plan Policy CC2 states that school facilities should be sustainable and accessible and dual-uses should be secured, where appropriate.

107 The application proposes to provide land for two three form entry (3FE) primary schools, one in Barking & Dagenham and one in Havering, both submitted in outline, and a nurse school within Phase 1, submitted in detail.

Primary schools

108 In Barking & Dagenham, the primary school is provided within phase 2 of the development and is located on the north of the application site. In Havering, the school site is located within Phase 1 on the western side of the flyover. Both schools are located in accessible and sustainable locations: the Barking & Dagenham school located just south of New Road, whilst the Havering school will be a short walk from both New Road and Beam Park station.

109 The proposals do not include the development of a school, rather land will be safeguarded for school use and transferred to each respective Council, who will then enter into separate agreements with contractors and school providers. In order to give both Councils as much certainty as possible on the land that they will be receiving and to ensure that the land can be delivered, an Options Agreement is set out in the S106.

110 The school buildings will be subject to separate reserved matters planning applications. The Design Code specifies the internal facilities that should be provided within each primary school and also evidences that each site is of a suitable size to accommodate a 3FE school.

111 As part of the revisions to the scheme secured by the Deputy Mayor, the land previously safeguarded for a MUGA beneath the flyover within Havering has been transferred to general landscaping and will be publicly accessible playspace, with a 'ball court'. Overall this results in the size of LBH school site area being reduced to 7,039 from approximately 8,000 sq.m. The decision was taken to release this land from the Havering school site as there were some concerns about the usability and management of the space for the school, given that children would need to be escorted from the school site to the MUGA, as well as the impact of a gated MUGA on the legibility and safety, both real and perceived, of the land beneath the flyover. GLA officers consider that through transferring this land to the site-wide landscaping and playspace, it will serve a greater community need and will improve the public realm. Furthermore, it is evidenced that both sites, which are safeguarded for schools, are of a sufficient size to accommodate the facilities required for a 3FE school. With regard to the Havering school site, a MUGA could be provided on the roof of the site to compensate for the land that has been transferred to the site-wide public realm, although not required to ensure sufficient facilities for the school.

112 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 a place. The Environmental Statement submitted with the application suggests that the total residential development is expected to yield 1,006 children, of which 251 would be pre-school age, 443 would be primary school age and 312 would be in secondary school. It is estimated that the two 3FE primary schools could have a capacity of approximately 1,340 pupils. It is therefore considered that the proposed schools, which significantly exceeds the projected number of under 12s, have sufficient capacity to support the proposed development and also the wider local population. This is a conclusion that was supported by both Havering and Barking & Dagenham officers in their respective committee reports.

113 In addition, community uses of the school facilities, including MUGA and sports facilities, has been secured through a s106 obligation, in accordance with London Plan Policy 3.18, draft London Plan Policy S3, Barking & Dagenham Local Plan Policy CC2, Havering Local Plan Policy CP8 and draft Havering Local Plan Policy 17.

Secondary school contribution

114 With regard to secondary schools, the applicant's Environmental Statement shows that there is surplus capacity of 1,678 places at the surrounding schools, which indicates that there is sufficient capacity to absorb the secondary school-aged students generated by the development. Notwithstanding this, to offset the impact of development and to ensure that the development contributes to the secondary school provision, a financial contribution to Havering Council has been secured towards secondary school education. Secondary education is on Barking & Dagenham's local CIL 123 list, which means that they are funded through borough-wide CIL receipts, rather than through S106 site-specific mitigation. The financial contribution to Havering Council for secondary school places is payable regardless of the clauses relating to the primary school land.

Nursery school

115 It is proposed to provide a 645 sq.m nursery facility in the ground floor of block X within Phase 1 in Havering, comprising the following: two baby rooms, to accommodate 24 babies; three toddler classrooms, to accommodate 48 toddlers; and a pre-school classroom to accommodate up to 24 children; staff facilities; and 186 sq.m of outdoor playspace. The facility has a capacity of 96 babies and children. Whilst this is less than the overall expected yield of pre-school age children in the development, it is considered to be acceptable as there is no statutory requirement for pre-school children to attend nursery and it is not considered that all pre-school children in the development will attend. The provision of a nursery school, within Phase 1, is strongly supported.

Ancillary community and retail land uses

116 Across the site it is proposed to provide 5,505 sq.m of ancillary community and retail support uses (Classes A1 - A4, B1 and D1), of which 3,555 sq.m is proposed within Phase 1 and will be centred on the station square.

117 In order to ensure both flexibility but also to ensure a true mix of uses on the site, conditions are proposed to limit the maximum amount of retail floorspace and minimum amounts of Class D1 and D2 uses. As part of the detailed application, it is proposed that: no more than 1,210 sqm will be used for Class A1 - A4 uses; no single retail unit will exceed 420 sq.m; a minimum of 1,500 sqm will be available for a medical centre (Class D1); a minimum 645 sq.m will be available for a nursery (Class D1); a minimum of 110 sq.m will be in community uses (Classes D1 or D2); Class B1 uses can only occur in block H; and Class A4 uses can only occur in block H. A similar approach is proposed for the outline element of the proposals, where a minimum of 1,850 sq.m of support uses will be secured by condition, broken down into a maximum of 596 sq.m for Class A1 - A4 uses, a minimum of 800 sq.m of community multi-faith centre (Class D1) and a minimum of 600 sq.m for D2 uses.

Retail and leisure

118 The NPPF, London Plan Policy 4.7, draft London Plan SD6, Barking & Dagenham Policy BE2 as well as Havering Local Plan Policy CP4 and Policy DC15 all set out a town centre first approach to the provision of new town centre uses. Whilst the site is not presently a town centre, and as such is not listed within Havering Local Plan Policy DC15, the area around Beam Park station is expected to become a local centre, in line with the aspirations set out in the Rainham and Beam Park Planning Framework. The site allocations for the site also reflect this ambition. Notwithstanding the

anticipated future town centre designation for Beam Park, the total retail provision is significantly below the 2,500 sq.m required to warrant the preparation of a sequential test, in accordance with paragraph 89 of the NPPF.

119 As detailed above, a maximum of 1,210 sq.m of retail uses are proposed within Phase 1 and a maximum of 596 sq.m within phases 2 – 8. Within Phase 1, the retail uses are proposed within the ground floor of Block K, just north of the station square. In the outline phases, the parameter plans indicate that non-residential support uses, where this includes both the retail and the community uses, will be located in the ground floor of plots Q, R and M. The final position of the units will be detailed within subsequent RMA applications; however, the general positioning ensures that the support uses are provided throughout the development.

120 The site's allocation for mixed use development supports the provision of ancillary retail uses to support the housing on the site. Given the significant amount of housing proposed on this site and on other nearby sites within the Rainham and Beam Park area, the retail uses would serve and support the residential uses, promote sustainable development, and are unlikely to adversely impact on the vitality or viability of established town centres. As Phase 1 contains the new Beam Park railway station, as well as lying within the proposed Beam Park local centre, it is considered that it is an appropriate location for the largest proportion of retail uses on the site and across the wider area. The retail uses are thus acceptable and in accordance with policy.

Community

121 London Plan Policy 3.16 and draft London Plan Policy S1 support the provision and enhancement of London's social infrastructure to meet the needs of the growing and diverse population. The provision of social infrastructure is also central to the Mayor's Good Growth agenda, as specified in draft London Plan Policy GG5, which underpins the draft London Plan. At a local level, Barking & Dagenham Policy Local Plan CC2 states that support will be given to proposals that enhance community facilities or lead to the provision of additional facilities, whilst in Havering, Local Plan Policy CP8 seeks a range of community facilities, Policy DC26 states that the preferred location for new community facilities is within district or local centres and draft Policy 16 states that major development should provide well-designed, flexible social infrastructure. Furthermore, the RBBPF seeks a mix of uses in the area, including health and community uses within the Beam Park centre.

122 In addition to the retail units discussed above, it is proposed to provide 110 sq.m of community uses in Phase 1, in addition to the medical centre (minimum of 1,500 sq.m) and the nurse school (minimum of 640 sq.m). In the outline phases, it is proposed to provide a multi-faith centre, of a minimum of 800 sq.m and a minimum of 600 sq.m for Class D2 uses.

123 As required by Havering Local Plan Policy DC26, the community facilities within Phase 1 will be located within the new local centre of Beam Park, within the ground floor of block K, which fronts the station square. Whilst an end user for the community space within the detailed phase has not yet been finalised, through securing a minimum provision, officers consider that the scheme has enough flexibility to accommodate appropriate facilities. Whilst in the outline phase, a multi-faith centre has been secured in addition to 600 sq.m of Class D2 uses. The multi-faith centre was secured through discussion with Barking & Dagenham Council and was increased in size, from 600 sq.m up to a minimum of 800 sq.m, between Stage 1 and 2. GLA officers support the provision of community facilities within the development.

Open space

124 London Plan Policy 3.5 and draft London Plan Policy D7 seeks the provision of high quality open public space. Barking & Dagenham Local Plan Policy CM3 required that developments should,

where appropriate, provide public open space, whilst Havering Local Plan Policy DC20 seeks to provide 0.8 hectares of open space per 1,000 unit of population, with access to formal / informal play within 400 metres from homes.

125 Throughout the development, it is proposed to provide 242,671 sq.m of open space, including: the provision of a Linear Park, along the length of New Road; a new park in the centre of the site, to be known as Beam River Park; an area running the length of the southern elevation to be known as South Gardens; and numerous smaller areas of playspace and public realm. With regard to Havering Local Plan Policy DC20, the population yield of the Havering side of the development is expected to be in the order of 1,984 people, whilst 5.24 hectares of the Havering site area is to be provided as open space, when including gardens and school grounds, or 2.39 hectares, when considering just publicly accessible areas. As such, it is clear that the scheme significantly exceeds the requirement to provide 0.8 hectares per 1,000 unit of population, regardless of the open space metric used. Overall, and taken as a whole, the proposals comply with the London Plan, draft London Plan and local planning policies.

Land use principles conclusion

126 The range and balance of land uses proposed is in line with both the strategic and local policy context. The approach to sound place making set out in the OAPF is to deliver active uses and higher densities around Beam Park and Chequers Corner in order to create new centres with surrounding residential neighbourhoods; the scheme responds positively to this objective. The provision of two plots for primary schools, a health centre, open space and other social infrastructure to support the new and existing population is strongly supported; these have been secured through the S106 agreement. The land use principles are compliant with the OAPF, Barking & Dagenham Local Plan, Havering Local Plan, Draft London Plan and London Plan.

Housing

Affordable housing

127 London Plan Policy 3.11 states that the Mayor will, and boroughs and other relevant agencies and partners should, seek to maximise affordable housing provision and ensure an average of at least 17,000 more affordable homes per year in London up to 2031. Draft London Plan Policy H5 goes further by setting a clear strategic target of 50% of all new homes delivered across London to be affordable.

128 London Plan Policy 3.12 requires that the maximum reasonable amount of affordable housing should be sought when negotiating on individual private residential and mixed-use schemes. Negotiations on sites should take account of their individual circumstances including development viability, resources available from registered providers (including public subsidy), the implications of phased development including provisions for re-appraising the viability of schemes prior to implementation ('contingent obligations'), and other scheme requirements.

129 In August 2017 the Mayor published his Affordable Housing and Viability Supplementary Planning Guidance (SPG), which sets out his preferred approach to the delivery of affordable housing, introducing a Fast Track Route for applications that deliver at least 35% affordable housing (by habitable room) on site (subject to tenure and increasing this further through the use of grant funding). The document also sets out detailed guidance to the form, content and transparency of viability assessments and the requirements for review mechanisms. The threshold approach to affordable housing is also set out in draft London Plan policies H6 and H7. In November 2016, the Mayor also launched a new Affordable Homes Funding Programme for the period of 2016-21, which introduced new affordable products, rent benchmarks and grant rates.

130 London Plan Policy 3.11 sets a preferred tenure split of 60% social / affordable rent and 40% for intermediate rent or sale. It also states that that priority should be accorded to the provision of affordable family housing. Policy H7 of the draft London Plan and the Mayor’s Affordable Housing and Viability SPG sets out a preferred tenure split of the following: at least 30% low cost rent, where that is social or affordable rent at a level significantly less than 80% of market rent; at least 30% intermediate, with London Living Rent and London Shared Ownership being the default products; and the remaining 40% to be determined by the Local Planning Authority and agreed with the GLA.

131 At a local level, Havering Core Strategy Policy CP2 aims to provide 50% affordable housing across the borough, of which 70% should be social rent and 30% should be for those on intermediate incomes. Paragraph 3.12 of the Barking & Dagenham Core Strategy states that the London Plan affordable housing targets will be used flexibly so as to meet local housing needs and reflect the realities of the local market and Policy BC1 of the DPD states that affordable housing should be provided on site.

Site-wide affordable housing offer

132 It should be noted that the planning application was submitted by Countryside Properties and L&Q, as joint applicants. The affordable housing units will be managed by L&Q, who across their delivery programme as a whole, are contracted by the GLA to deliver at least 60% of their homes as genuinely affordable.

133 At Stage 1, the applicant proposed 35% affordable housing, without public subsidy, across the two sites. The proposed tenure split was 80% shared ownership and 20% affordable rent. As the site is public land, the Mayor emphasised that the scheme must provide 50% affordable housing to be eligible for the Fast Track route.

134 Following Stage 1, GLA officers worked with the applicant to increase the affordable housing offer to 50%, whilst retaining the agreed tenure split of 80% shared ownership and 20% social rent. It was proposed that the first 35% would remain as per the split set out at Stage 1, whilst the additional 15% secured would comprise the same rental tenures, but the intermediate provision would include a mix of products, including London Living Rent (LLR) to enable flexibility throughout the 12 year + phased masterplan. Table 1 illustrates the breakdown of affordable housing.

Table 1 – Affordable Housing breakdown

of 50%	borough	tenure	Affordability*
first 35% affordable	LBBD	80% shared ownership	as per table 5
		20% London Affordable Rent	LAR
	LBH	80% shared ownership	as per table 5
		20% London Affordable Rent	LAR
remaining 15% affordable	LBBD	80% intermediate	shared ownership, LLR or intermediate rent
		20% London Affordable Rent	LAR
	LBH	80% intermediate	shared ownership, LLR or intermediate rent
		20% London Affordable Rent	LAR

* discussed in further detail in paragraphs 141 – 147.

135 Since the Deputy Mayor took over the application for his own determination, the proposal was revised, to increase the number of homes within the scheme from a maximum of 2,900 to a maximum of 3,000. Whilst the affordable housing offer has remained at 50% (by habitable room), the actual number of affordable units has increased from 1,452 at Stage 2 to 1,513. For clarity, the evolution of the affordable housing offer is summarised in Table 2.

Table 2 – Affordable Housing application history

	Initial submission (July 2017)	Stage 2 referral (May 2018)	Current proposal (September 2018)
Private	1,884	1,448	1,487
London Affordable Rent	193	292	314
Intermediate – Shared Ownership & London Living Rent	822	1,160	1,199
Total affordable units	1,015	1,452	1,513
Total percentage	35%	50%	50%

136 As mentioned above and at Stage 2, the proposed affordable housing offer of 50% meets the threshold set out in the Fast Track route, as set out within the Mayor’s Affordable Housing & Viability SPG and draft London Plan as well as Policy CP2 of Havering’s Core Strategy. In line with the Fast Track route, the applicant was not required to submit a Financial Viability Assessment (FVA). Further, through meeting the threshold set out in the Mayor’s SPG, and exceeding the level set out in the adopted London Plan, the proposals accord with LBBDD’s Core Strategy and Policy DC1 of the LBBDD DPD.

137 The 50% affordable housing is a side-wide offer; however, given the size of the site, it has been broken down into 8 distinct phases. Therefore, whilst the overall affordable housing offer is 50%, the actual provision on each phase will vary. An indicative breakdown is detailed in table 3. Within the S106, a percentage range is secured per phase, requiring the applicant to provide affordable housing within that bracket in the scheme. In addition, the application will be required to submit an affordable housing scheme with every reserved matters application to detail the proposed percentage within that particular phase and to also to monitor provision to ensure that the overall percentage is 50% by habitable room.

138 Furthermore, as the scheme can be considered under the Fast Track route, only an early implementation review mechanism has been secured through the S106. Should an agreed level of progress on the scheme not be achieved within two years of the grant of planning permission, an affordable housing review will be triggered, using the review formula within the Mayor’s Affordable Housing & Viability SPG. Table 3 details the affordable housing commitment, broken down by phase, which is secured within the S106.

Table 3 – Indicative affordable housing breakdown by phase

Phase	Intermediate Units*	London Affordable Rent	Total number	Percentage provision (%)
1 (LBH only)	276	70	346	54
2 (LBBD & LBH)	104	23	127	39
3 (LBBD only)	162	0	162	50
4 (LBBD only)	195	0	195	42
5 (LBBD only)	27	154	181	46
6 (LBBD only)	162	67	229	68
7 (LBBD only)	153	0	153	56
8 (LBBD only)	120	0	120	50
Total	1,199	314	1,513	50%

*To be provided as Shared Ownership and London Living Rent, in accordance with table 1.

Tenure mix

139 London Plan Policy 3.11 states that schemes should seek to provide a tenure split of 60% affordable rent and 40% intermediate; however, this has been supplemented by the guidance within the Affordable Housing & Viability SPG, which is now embedded within the draft London Plan and sets out the Mayor’s preferred tenure split in paragraph 2.40 and this is as follows:

- At least 30% low cost rent (social or affordable rent). London Affordable Rent should be the default rental type and should be adopted by applicants in the absence of any alternative guidance from LPAs on the rent levels that they consider to be genuinely affordable.
- At least 30% intermediate products (both Intermediate purchase and Intermediate rental products). London Shared Ownership and London Living Rent are the default tenures in this category.
- Remaining 40% to be determined by the LPA, taking account of relevant Local Plan policy. Applicants are advised to consider local policies and consult with LPAs to determine the relevant approach.

140 In addition to this, however, paragraphs 2.80 to 2.84 of the Mayor’s Affordable Housing & Viability SPG state that Opportunity Areas and Housing Zones are key sources of housing supply in London and, as such, when considering applications within these areas, LPAs may wish to apply a localised approach to the thresholds required to be eligible for the Fast Track route, as well as to housing mix and tenure. The London Riverside OAPF recognises that many parts of the Opportunity Area have high levels of rented accommodation at section 3.2 and suggests that an increased

proportion of shared ownership housing could help to deliver more mixed and balanced communities.

141 Barking & Dagenham's DPD states that affordable housing should 'meet the needs of eligible households, including availability at a cost low enough for them to afford', but also states that some areas of the borough have unusually high proportions of affordable housing and increasing the proportion of intermediate tenure is supported in the context of achieving mixed and balanced communities. With regard to Havering policy, Policy DC6 of the Core Strategy states that the borough will seek a borough wide target split of 70% social housing and 30% intermediate.

142 Whilst the proposed split does not fully accord with Havering Policy DC6, the mix has been developed through close consultation with both boroughs. Further, and notwithstanding Havering Policy DC6, Havering Council committee report states that, whilst the proposals does not entirely accord with local policy, 'the quantum and variety of tenure of the proposal is appropriate for this location'. Given that the proposed tenure split accords with Barking & Dagenham's DPD and the Mayor's Affordable Housing & Viability SPG, which affords schemes in Opportunity Areas flexibility in tenure split, and was developed in consultation with both boroughs, GLA officers consider that the balance of tenures is appropriate and will contribute to mixed and balanced communities, both within the site and more widely.

Affordability

143 The Mayor's Affordable Housing & Viability SPG makes clear that homes must be 'genuinely affordable'. For the low-cost rental element (social or affordable rent), whilst a local authority can specify rental levels that they consider to be genuinely affordable, the Mayor expects this to be significantly less than 80% of market rent.

144 Shared ownership units, which are intermediate products for purchase, must accord with the London Plan Annual Monitoring Report (AMR) affordability criteria. The latest AMR (2018) and draft London Plan state that the maximum income is £90,000; however, there is the clear expectation that homes will be available to households on a range of incomes below this maximum.

145 For intermediate products for rent, the preferred product is London Living Rent, where monthly rents are set by the GLA and updated annually. As set out in the Mayor's Housing Strategy and paragraph 4.7.8 of the draft London Plan, it is expected that Intermediate for rent products should provide a discount of at least 20% on market rents, with the Mayor expecting larger discounts in most cases, as well as be affordable to households on a maximum of £60,000, a figure that will also be updated annually within the AMR.

Affordable rented products

146 Twenty percent of the total affordable housing offer will be let at affordable rental levels, comprising London Affordable Rent (LAR). As table 4 indicates, with the exception of 1 bedroom units in Havering, LAR is significantly less than 80% of market rent, with the exception of the 1 bedroom units in Havering, where these represent 81.2% of the market rent; this is due to the relatively low market rents in the area and, as such, these are still considered to be genuinely affordable, in accordance with the Mayor's SPG and draft London Plan Policy H7.

Table 4 – London Affordable Rent

Unit type	Proposed weekly rent (inc. service charge)	% of market rent in Barking & Dagenham	% of market rent in Havering
1 bed, 2 person	£150.03	74.3%	80%
2 bed, 3 person	£158.84	60%	69.6%
3 bed, 5 person	£167.67	51.9%	55.89%

Market rents established using monthly postcode data, sourced from London Rents Map, multiplied by 12 (months) and divided by 52 (weeks).

Intermediate products

147 The income thresholds for the shared ownership units would be subject to a priority cascade, meaning that initially they would be offered to households on maximum incomes, as detailed in table 5. Following which they would be marketed to households on incomes up to £90,000.

148 The London Living Rent homes are an intermediate rental product, where monthly rental costs are set on a ward-by-ward basis. The site lies across two wards: South Hornchurch ward in Havering and River ward in Barking & Dagenham. Table 6 details these rents. In accordance with the Mayor’s Housing Strategy and the draft London Plan, these homes are only eligible for households on less than £60,000 per annum.

149 Through securing the affordable rent at London Affordable Rent, the Mayor’s preferred rental product, and the Intermediate units at London Living Rent, which caps local rents by ward, and London Shared Ownership, where homes will be available to households on a range of incomes below the threshold, it is considered that the offer is genuinely affordable. The detailed clauses within the s106 secure this provision.

Table 5 – Shared Ownership affordability

Unit type	Anticipated unit value	Initial maximum income threshold
1 bed	£292,500	£42,200
2 bed (3 people)	£357,273	£52,150
2 bed (4 people)	£402,033	£59,550
3 bed	£450,000	£64,000

Table 6 – London Living Rent

Unit type	Barking & Dagenham	Havering
	LLR weekly rent - River ward	LLR weekly rent – South Hornchurch ward
1 bed	£157.62	£194.54
2 bed	£174.92	£216
3 bed	£192.46	£237.69

Housing mix

150 The application, as amended, would provide 3,000 residential units, 1,199 as intermediate ownership and 314 as affordable rent. Table 7 details the overall housing mix, whilst table 8 provides the mix of phase 1.

Table 7 – Overall indicative housing size mix across scheme

Unit type	Market sale	Intermediate	London Affordable Rent	Total	Percentage
Flats					
1 bed	534	305	75	914	30.5%
2 bed	375	671	195	1,241	41.4%
3 bed	84	180	44	308	10.3%
Houses					
2 bed	8	0	0	8	0.3%
3 bed	370	35	0	405	13%
4 bed	116	8	0	124	4.1%
Total	1,487	1,199	314	3,000	

Table 8 - Detailed housing mix

Unit type	Market sale	Intermediate		London Affordable Rent	Total	Percentage
		Shared Ownership	London Living Rent			
Flats						
1 bed	121	85	23	10	239	37.30%
2 bed	95	99	45	56	295	46.10%
3 bed	14	24	0	4	42	6.60%
Houses						
2 bed	0	0	0	0	0	0.00%
3 bed	34	0	0	0	34	5.30%
4 bed	30	0	0	0	30	4.70%
Total	294	208	68	70	640	100.0%

151 London Plan Policy 3.8, draft London Plan Policy H12 and the Housing SPG promote housing choice in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups and the changing roles of different sectors in meeting these. London Plan Policy 3.11 and draft London Plan Policy H12 state that priority should be accorded to the provision of affordable family housing. Barking & Dagenham Council Local Plan Policy CC1 generally expect major housing schemes to provide a minimum of 40% family sized housing but recognises that not all sites are suitable for such accommodation. Havering Council's Local Plan Policy DC2 seeks to provide 24% of new homes with 1 bedroom, 41% with 2 bedroom, 34% three bedroom and 1% 5-bedroom, whilst draft Havering Local Plan Policy 5 seeks the following breakdown of units: for market units, it seeks 5% one bedroom units, 15% two bedroom units, 64% three bedroom units and 16% four or more bedrooms; and for affordable units, it seeks 10% one bedroom units, 40% two bedroom units, 40% three bedroom units and 10% four or more bedrooms.

152 Overall, the proposed development will provide 28% family sized units (3 bed+) and 72% one and two-bedroom units. In total 17.6% of the affordable units are family sized, whilst within the affordable rented tenure, the scheme will provide 14% family-sized housing. At stage 1, the scheme proposed 29% family-sized units, which is a percentage point more than is presently proposed. This must, however, be viewed in the context of the revisions secured since the Deputy Mayor took over the application: the overall number of homes within the scheme has been increased from 2,900 to 3,000 whilst the actual the number of family sized homes has increased by 3 units since consultation stage. The additional units lie within phase 1, in the buildings around the station square, which are considered to be more appropriate for smaller units.

153 Whilst the mix does not accord with Barking & Dagenham's 40% minimum, set out in Policy CC1 or Havering's draft Local Plan, the scheme would nonetheless provide a significant amount of new family housing and was considered acceptable by both Barking & Dagenham and Havering Councils. It is acknowledged that the mix may change as it is primarily in outline. As such, in order

to ensure that the proposed level of family housing is realised, and in recognition of both Barking & Dagenham’s and Havering’s borough-wide targets, a condition requiring the provision of 25% family housing across the scheme has been secured.

154 As such, having regard to Barking & Dagenham Local Plan Policy CC1 and Havering Local Plan Policy CP2, and the particular characteristics of this site, including the high-density scale of the development around the new Beam Park station and along New Road, it is considered that, on balance, the proposals provide an acceptable housing mix, in accordance with draft London Plan and London Plan.

Housing quality and residential standards

Density

155 Paragraphs 122 and 123 of the NPPF provide national guidance on achieving appropriate densities, stating that development should make efficient use of land, taking into account: need for housing; local market conditions; availability and capabilities of existing and proposed infrastructure; area’s character as well as promoting regeneration; and good design. London Plan Policy 3.4 and draft London Plan Policy D6 seek to optimise the potential of sites, having regard to local context, design principles, public transport accessibility and capacity of existing and future transport services. The higher the density of a development, the greater the level of design scrutiny that is required, particularly qualitative aspects of the development design, as described in draft London Plan Policy D2 and Policy D4.

156 Barking & Dagenham Local Plan Policy CM2 and Policy DP10 states that the density of new development should be optimised, taking account of local context and other factors, including provision of physical and social infrastructure and sustainability requirements. Havering Council Local Plan Policy DC2 provides guidance on density through the provision of a density matrix, which states that ‘suburban’ areas (outside defined areas) should provide 150-200 habitable rooms per hectare in houses. The policy does not provide an indicative range for flatted developments in ‘suburban areas’.

157 Based on a residential site area of 29.46 hectares, the overall density of the scheme is 322 habitable rooms per hectare or 102 units per hectare. Table 9 provides the scheme’s density by various areas of measurement. Phase 1 is of a higher density than the overall Havering density due to the proximity to the station and the building heights proposed in this highly accessible location. Within Barking and Dagenham densities are higher than in Havering, which is due to the apartment blocks on the western side of the site and the large proportion of terraced houses within Havering.

Table 9 - Density

Area of measurement	Size (ha)	Dwellings per hectare	Habitable rooms per hectare
Phase 1	6.1	105	300
Outline	23.36	101	328
Havering	9.44	88	269
Barking & Dagenham	20.02	108	348
Overall	29.46	102	322

158 At present, the site has a PTAL of 1-2; however, once the station is operational, this will rise to 3, adjacent to the station, and 2 further away. The London Plan states that suburban sites with a PTAL of 0-1 should generally seek to provide densities of 150-200 habitable room per hectare, whilst suburban sites with a PTAL of 2 – 3 should optimise sites with densities of 150-250 habitable rooms per hectare. The draft London Plan Policy states that extra design scrutiny will be required where densities exceed the following: 110 units per hectare in areas of PTAL 0 – 1; and 240 units per hectare in areas of PTAL 2 – 3. In all metrics of measurement, the proposed densities exceed the London Plan’s density matrix; however, when assessed against the density policies within the draft London Plan, the proposal do not trigger the need for additional design scrutiny, required by high density design.

159 The site is suitable for high density development; it will be accessible by public transport from the proposed Beam Park station and lies within an Opportunity Area and a Housing Zone, where residential densities are expected to be optimised. The standard of design and residential quality is also high and provides an appropriate mix of housing, with affordable housing maximised, and appropriate levels of play and amenity secured. As such, the high-density nature of the proposals represents the optimisation of a currently underutilised site and is therefore in accordance with London Plan, draft London Plan and Barking & Dagenham Policy CM2 and DP10. Whilst the proposals exceed the density set out in the Havering Residential Design SPG, of between 30 and 50 units per hectare, this refers to existing terraced development, rather than a benchmark for future development and it is considered that the proposals have been developed through a thorough consideration of the local context, as required by paragraph 5.8 of the SPG.

Standard of accommodation

160 Policy 3.5 within the London Plan and Policy D4 of the draft London Plan seek to ensure that housing developments are of the highest quality internally, externally, and in relation to their context and to the wider environment. London Plan Table 3.3 and draft London Plan Table 3.1, which supports this policy, sets out minimum space standards for dwellings. The Mayor’s Housing SPG builds on this approach and provides further detailed guidance on key residential design standards including unit to core ratios, and the need for developments to minimise north facing single aspect dwellings.

161 Havering Local Plan Policy CP17 and Policy DC61 seek to ensure that new development is well designed, functional, durable, flexible and adaptable, whilst Havering’s Design SPD states that private amenity space should be provided in single, usable, enclosed blocks, which benefit from both nature sunlight and shading. Barking & Dagenham Local Plan Policy BP6 states that all new dwellings must meet their minimum standards for cooking, eating and living areas (CEL) areas and Policy BP5 required development to meet minimum external amenity areas.

Detailed application (phase 1)

162 Internal and external space standards – All proposed units will meet the minimum space standards, as set out in Table 3.3 in the London Plan and Table 3.1 of the draft London Plan. In addition, in accordance with draft London Plan Policy D4 and the Mayor’s Housing SPG, all bedrooms will meet the minimum standards, all units will contain complaint storage space and all balconies will be a minimum of 5 sq.m and with an additional 1sq.m for each extra occupant. Further, all buildings will comply with the minimum floor-to-ceiling heights. In accordance with Havering Local Plan Policy CP17 and Policy DC16 it is considered the compliance with these standards ensures that the development is well designed and functional.

163 Layout, aspect and daylight – Draft London Plan Policy D4 and the Housing SPG state that residential development should maximise the number of dual aspect units and avoid the provision

of single aspect units. Havering's Residential Design SPD states that all habitable rooms should contain at least one main window, where nearby walls and buildings do not appear overbearing or unduly dominant. A total of 447 units within the detailed phase will be dual aspect, whilst the total number of dual aspect units within the outline phases has not yet been confirmed as the detailed design has not been worked up. The aspect of the outline phases will be considered in detail in each reserved matters application; however, it is considered that the design code provides sufficient information at this stage.

164 The applicant's internal daylight and sunlight assessment demonstrates that all of the units within Phase 1 will meet the BRE's Average Daylighting Factor (ADF) requirements and 95% pass the BRE's Vertical Sky test. In addition, all homes provide direct sunlight to enter at least one habitable room for part of the day, in accordance with the Mayor's Housing SPG. It is therefore considered that the proposals provide satisfactory levels of daylight to all units.

165 Finally, all corridors will be naturally lit and all cores in Phase 1 will serve no more than 8 units, in accordance with the Housing SPG, and the cores within Block L, K4 and K5, which serve 4 units, significantly exceed this standard. It is therefore considered that the scheme complies with draft London Plan Policy D4 and the Housing SPG.

166 Noise – London Plan Policy 7.15, draft London Plan Policy D13 and Havering Local Plan Policy DC55 seek to ensure an acceptable environment in new residential development with regard to noise. There is potential for exposure to noise and vibration from New Road to the north, the Marsh Way fly over which oversails the site and the C2C railway line to the south of the site.

167 With regard to operational noise, the applicant's Environment Statement provides a chapter on Noise and Vibration, which evidences that all units achieve an acceptable internal noise level and that the vibration levels across the site are below the level at which would cause adverse impacts. Furthermore, the buildings within Phase 1 have been designed so as to limit the transmission of noise between the lifts and circulation spaces into sound sensitive rooms within the dwellings themselves, in accordance with Mayor's SPG.

168 Outlook and privacy – Havering's Residential Design SPD provides guidance on safeguarding residential amenity in the borough, stating that privacy can be achieved through providing adequate window to window, or window to balcony distances between buildings; however, it does not set a prescriptive distance. The Mayor's Housing SPG notes that "in the past, planning guidance for privacy has been concerned with achieving visual separation between dwellings by setting a minimum distance of 18- 21 metres between habitable rooms. Whilst these can still be useful yardsticks for visual privacy, adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city, and can sometimes unnecessarily restrict density." A minimum separation of 14.5 metres is stated within the applicant's design and access statement, however the minimum separate distance, presently proposed is 15.15 metres, between buildings JI and I.

169 Furthermore, to ensure privacy for ground floor residential units or educational uses, the following design mitigation measures are proposed: the houses on plot 14 and 17 are set back from the road, with gardens that are back onto each other, to maximise distances between units: on Plots U, V, W and H planting has been added to ground floor amenity areas to further screen units; on Plot J, all duplexes are set back behind defensible space; on Plot X, the open space for the creche has been enclosed by a colonnade; and on Plots K and L, all units at podium level as set behind defensible space. As such, whilst the minimum separation distances is less than the 18-21 metres between habitable rooms, it is considered that the proposals are acceptable, given the proposed layout and the urban context created as part of the proposals.

Outline application (phases 2 – 8)

170 The detailed design of the residential units provided in the outline part of the application will be considered at the reserved matters stage, and the GLA and Mayor will be able to assess the quality of the residential units in phases 2 - 8 against relevant policies and standards at that stage. Notwithstanding this, the submitted Design Code organises all plots within the outline element of the scheme into three typologies (perimeter blocks, traditional blocks and housing plots) and then sets a range of parameters for each type, including the layout of residential units. In addition, the Design Code sets out a 'privacy edges' strategy, and sets additional requirements, such as a defensible space of between 1.5 and 2.5 metres for all units with ground floor habitable rooms to the front of the development.

171 In addition, the Design Code states that all subsequent RMA applications must comply with, inter alia, the following:

- Minimum floor-to-ceiling heights;
- National space standards
- Be designed with sunlight to enter at least one habitable room for part of the day, preferably living areas and kitchen/dining areas;
- Communal roof terraces will be overlooked by communal circulation spaces;
- Depth of single aspect units will not be greater than 7 metres from the outer face of the facade to the rear wall;
- No single aspect units looking onto the railway line;
- Private amenity space will be a minimum of 5 sqm for 1-2 person dwellings, with an extra 1 sq.m for each additional occupant; and
- All outdoor amenity areas will have level access.

172 Notwithstanding the above, the applicant has not provided details within the Design Core or Parameter Plans on the minimum distances between blocks in the outline elements. This is required by the Mayor's Housing SPG at standard 28, which requires proposals to demonstrate how habitable rooms are provided with an adequate level of privacy, whilst both Havering's Residential Design SPD and Barking and Dagenham DPD Policy BP8 require clarification on overlooking and privacy. Given the early stage of design of the outline element, it is considered that this information can be met via the submission of a condition on managing privacy and overlooking, showing how room layout and design would mitigate against instances of close proximity between blocks, and this requirement will be further addressed at the Reserved Matters stage.

173 As the detailed floor plans for the outline elements of the proposal have not yet been designed, it is not possible to assess the proposals fully against Barking & Dagenham Policy BP6 and BP5; however, full assessment will be made at the reserved matters stage and, in any case, the Design Code ensures that all units will meet the national space standards.

174 With regard to outdoor amenity space and Barking & Dagenham Local Plan standards, it is noted that, on average, the indicative garden sizes fall short of the standards set out in Policy BP5; however, the policy also states that, where a site adjoins countryside or extensive parkland, and the scheme is designed to benefit from the open aspect, then there may be scope for the reduction in the provision of amenity space. The scheme incorporates the provision of a 2.5 hectare central Beam River Park, and over 7,000 sq.m of playspace. It is considered that the overall quantity of garden sizes and courtyards, terraced and balconies provides an appropriate balance over the site. As such, it is considered that the scheme complies with Barking & Dagenham Local Plan Policy BP5; a conclusion that is shared by Barking & Dagenham officers.

175 The Parameter Plans and Design Codes for the outline application show that the scheme would be capable of delivering a high quality of residential accommodation at the detailed design stage. The proposals would show broad compliance with London Plan policy and the Mayor's Housing SPG standards.

Open space and playspace

176 London Plan Policy 3.5 and draft London Plan Policies D4 and D7 set out expectations in relation to quality and design of housing development, to include public, communal and open spaces. Policy 3.6 of the London Plan and draft London Plan Policy S4 require developments that include housing to make provisions for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. Guidance on the application of this policy is set out in the 'Shaping Neighbourhoods: Children and Young People's Play and Informal Recreation SPG', which sets a benchmark of 10 square metres of useable child play space to be provided per child, with under-five's play space provided on-site as a minimum (within 100 metres walking distance from a residential unit). Provision for 5-11 year olds should be provided within 400 metres of residential units and provision for over-12s should be provided within 800 metres.

177 At a local level, Barking & Dagenham DPD Policy BR7 states that when considering open space improvements the identified needs for play for children should be considered, whilst Havering Core Strategy Policy DC20 seeks to ensure adequate provision of a range of leisure and recreation facilities throughout the borough. Specifically, it seeks to provide 0.8 hectares of open space per 1,000 population, with access to formal/informal play within 400 metres from homes.

178 Using the methodology in the Mayor's SPG and in view of the revised housing offer, the entire scheme would now generate a child yield of approximately 820 children, of which 485 would be under five. As such, to meet the requirements set out in the SPG, 8,200 sq.m. of playspace should be provided, including 4,850 sq.m. of dedicated doorstep play space for under-fives. A side-wide landscaping plan indicates that a total of 7,182 playspace will be provided within the development for children aged 11 and under, with 4,747 sq.m provided within phases 2 – 8 and 2,438 sq.m within phase 1. Whilst this falls slightly short of the overall total required by the Mayor's SPG. It is acknowledged that the 465 family sized houses within the outline phase and the 65 family-sized houses within phase 1 will be provided within rear gardens. The proposed Central Park is not included within these calculations and will provide informal playspace for children aged 12 and over. Furthermore, the location of play spaces is generally focussed around the higher density apartment blocks, which is supported. In this context, it is considered that the scheme provides sufficient playspace and access to open space for informal play.

179 With regard to the detailed elements of the proposals, Phase 1 is expected to yield 154 children, generating a requirement to provide 1536 sq.m of playspace, including 930 sq.m for the under-fives; however, a total of 2,438 sq.m of playspace is provided within this phase, including 208 sq.m to the south of the site, adjacent to block J, 496 sq.m beneath the flyover and a total of 1,716 sq.m within the linear park. The overprovision in this phase is supported as it will both ensure an upfront provision of playspace and will provide adequate open space around the most densely populated part of the site. With regard to the outline elements, the Design Code requires the provision of playspace on-site, for the under 11s, in line with the requirements set out in the Mayor's SPG.

180 As well as dedicated children's playspace, the scheme includes the provision of approximately 2.39 hectares of open space throughout the development. A minimum provision of open space is secured through the S106 agreement as well as parameter plan 448-PT-MP-PL-LP-1004-PL3.

181 As such the proposal makes acceptable provision for play space and open space in accordance with strategic and local policy. Further discussion on the landscaping proposals is contained in the urban design section below.

Urban design

182 The NPPF (at paragraph 124) states that good design is a key aspect of sustainable development and is indivisible from good planning. Paragraph 127 states that, in determining applications, great weight should be given to outstanding designs which help raise the standard of design more generally in the area. In achieving the Mayor's vision and objectives relating to neighbourhoods and architecture, chapter 7 of the London Plan and chapter 3 of the draft London Plan sets out a series of policies about the places and spaces in which Londoners live, work and visit. London Plan Policy 7.1 (Lifetime neighbourhoods) sets some overarching design principles for development in London as does Policy D2 of the draft London Plan (delivering good design). Other relevant design policies in this chapter include specific design requirements relating to: inclusive design (London Plan Policy 7.2/ draft London Plan Policies D3 and D5); designing out crime (London Plan Policy 7.3/ draft London Plan Policy D10); local character (London Plan Policy 7.4/ draft London Plan Policy D1); public realm (London Plan Policy 7.5/ draft London Plan Policy D7); architecture (London Plan Policy 7.6 and draft London Plan Policy D2); tall and large scale buildings (London Plan Policy 7.7 and draft London Plan Policy D8) and heritage assets (London Plan Policies 7.8, 7.9 and 7.10 and draft London Policies HC1, HC2 and HC3). These are discussed more specifically below.

183 Barking & Dagenham Local Plan Policy CP3 expects all developments to achieve high quality design and layouts of buildings and spaces and specifically it states that developments should: achieve a high degree of inclusive design; consider the safety of visitors, residents and passers-by in the design process, including minimising crime and fear of crime; conform to the highest standards of sustainable design; respect and strengthen local character; provide a sense of place; be durable, functional, flexible and adaptable; preserve and enhance identified views and landmarks; and should improve public spaces. In addition, Barking & Dagenham Council have a Trees and Development SPD, which provide guidance for developers to protect the borough's trees.

184 Havering Local Plan Policy CP1 states that the appearance, safety and accessibility will be maintained and enhanced through requiring new developments to: maintain or improve character and appearance; provide a high standard of inclusive design; and be safe and secure in its design. Whilst Policy DC61 provides further guidance, stating that development must: respond to the topography and ecology of the site; respond to existing building patterns; complement or improve amenity and character of area; reinforce, define and embrace the street; create and enhance public and private realm; prioritise pedestrians in the design of the street; and be durable and adaptable. Draft Local Plan Policy 26 echoes these requirements, whilst Policy 27 states that development proposals should provide detailed and high quality landscaping, which maximising existing landscape features, are sympathetic to surroundings and maximise opportunities for greening.

185 Havering Council have several relevant SPDs, including:

- Sustainable Design and Construction (2009), which seeks to mitigate climate change through design;
- Residential Design (2010), which promotes good design to create successful places with a good quality of life;
- Landscaping (2011), which seeks to ensure that new development integrates with, and enhances, its surroundings;
- Designing Safer Places (2010), which outlines the Council's approach to ensuring design maximises crime prevention;

- Protecting and Enhancing the borough’s biodiversity (2009), which seeks to ensure that developments, and their design, preserve and enhance biodiversity; and
- Heritage (2011), which seeks to maximise the opportunities to benefit from the borough’s heritage.

186 The scheme has been considered in detail at pre-application stage, during the initial Stage 1 consideration by the Mayor, and by both Councils in reporting the application to Committee. Following the Deputy Mayor’s recovery of the application numerous design workshops were held with the applicant and the architects.

Layout, landscaping and masterplanning

187 The site is a rectangular, 31.55 ha plot of land with numerous constraints that have limited the extent of development and layout of the proposals. The Beam River runs through the centre of the site and is at risk of flooding, as such development has been limited in the immediate vicinity of the river. Rather, the banks of the rivers and the areas immediately adjacent are proposed as a new park, providing both amenity for residents and permeable surfaces for drainage in the event of flooding; it is considered that this maximises the existing River’s potential in the wider ‘placemaking’ as well as recreational benefits for the site, in line with the London Plan and draft London Plan Blue Ribbon policies. The site is also crossed by gas pipes in various locations: in the south, parallel to the river and also parallel to New Road. Further, there are no habitable rooms within the flood plain. There are foul water sewers which run just south of New Road. These constraints have limited the built form on the site, as illustrated in figure 6.

188 The site layout principles respond well to the Council’s Rainham & Beam Park Planning Framework and the urban design strategy in the London Riverside OAPF. The building line would be set back from the A1306 to contribute towards the aspiration to turn this route into a linear park with improved cycle and pedestrian connections. An area of public realm is proposed outside of the new Beam Park Station, which provides both an area of amenity space as well as an entrance to Beam Park when arriving by train. The main east-west route, known as Park Lane, will be a landscaped green route, providing a legible pedestrian-friendly axis to connect the two parts of the masterplan across the borough boundary. Park Lane will also enhance views of the new Beam Park through the development.

189 The introduction of a new public park adjacent to the Beam River would make a key contribution to the network of green spaces in the area and enhance public enjoyment of London’s Blue Ribbon Network, which is strongly supported.

190 GLA planning and design officers have been involved from an early stage and the scheme design has evolved positively in response to comments made through the regular programme of design review meetings.

Phase 1 (detailed)

191 The scheme is based on a simple grid layout with a perpendicular street pattern, broadly continuing the arrangement of street alignments north of the A1306. This creates a walkable, permeable and legible layout, which is supported. Around the station square, the public realm is flanked by active uses, providing a hub of activity and also visually connecting with the space under Marsh Way and the school. The transfer of the multi-use games area (MUGA), which lies under the overpass, to the wider publicly accessible landscaping is welcomed as it will ensure that the area under the overpass is well animated and feels safe to use.

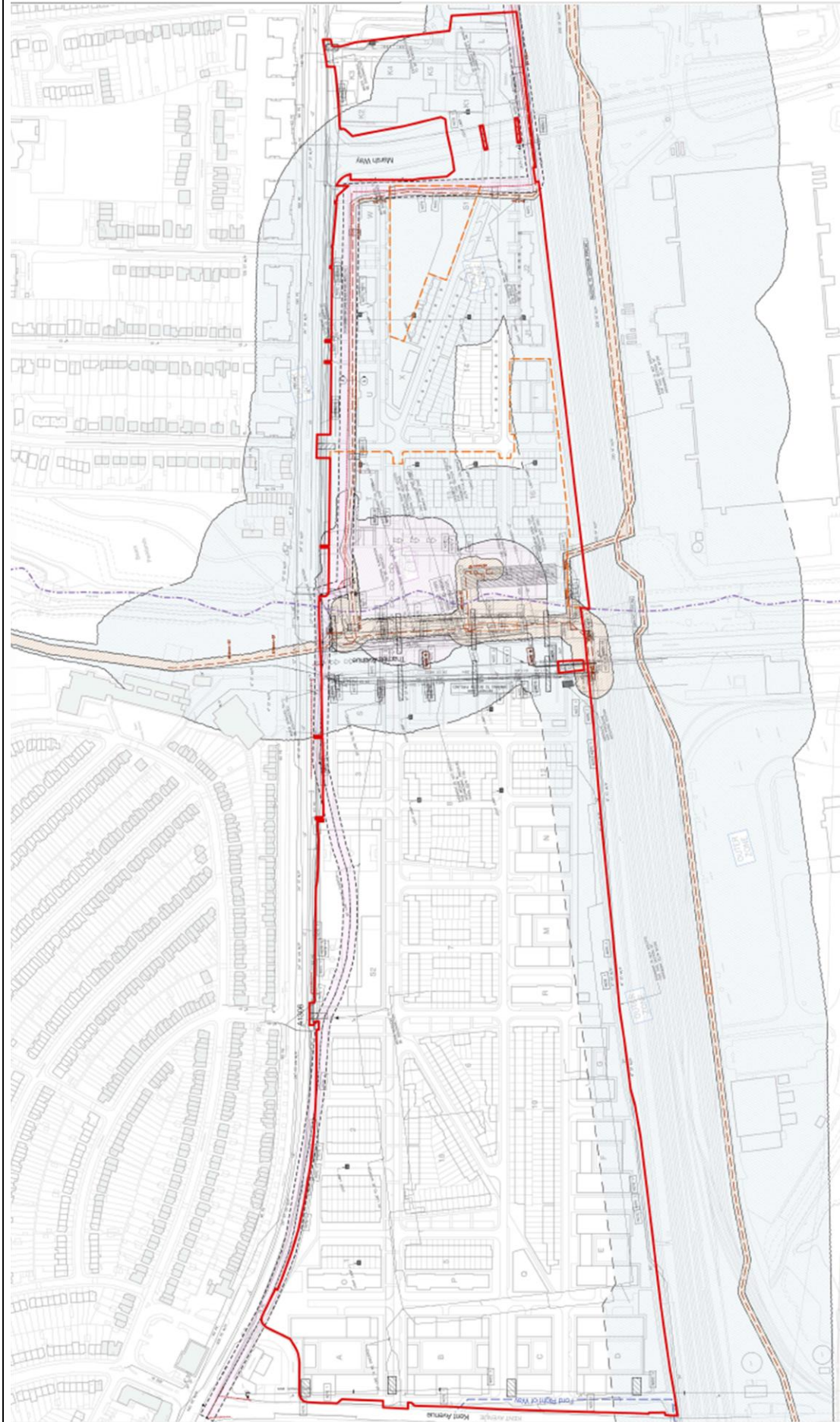


Figure 6 – Constraints plan (showing flood zones, gas mains and electricity lines – drawing reference: 448-PT-MP-PL-1003)

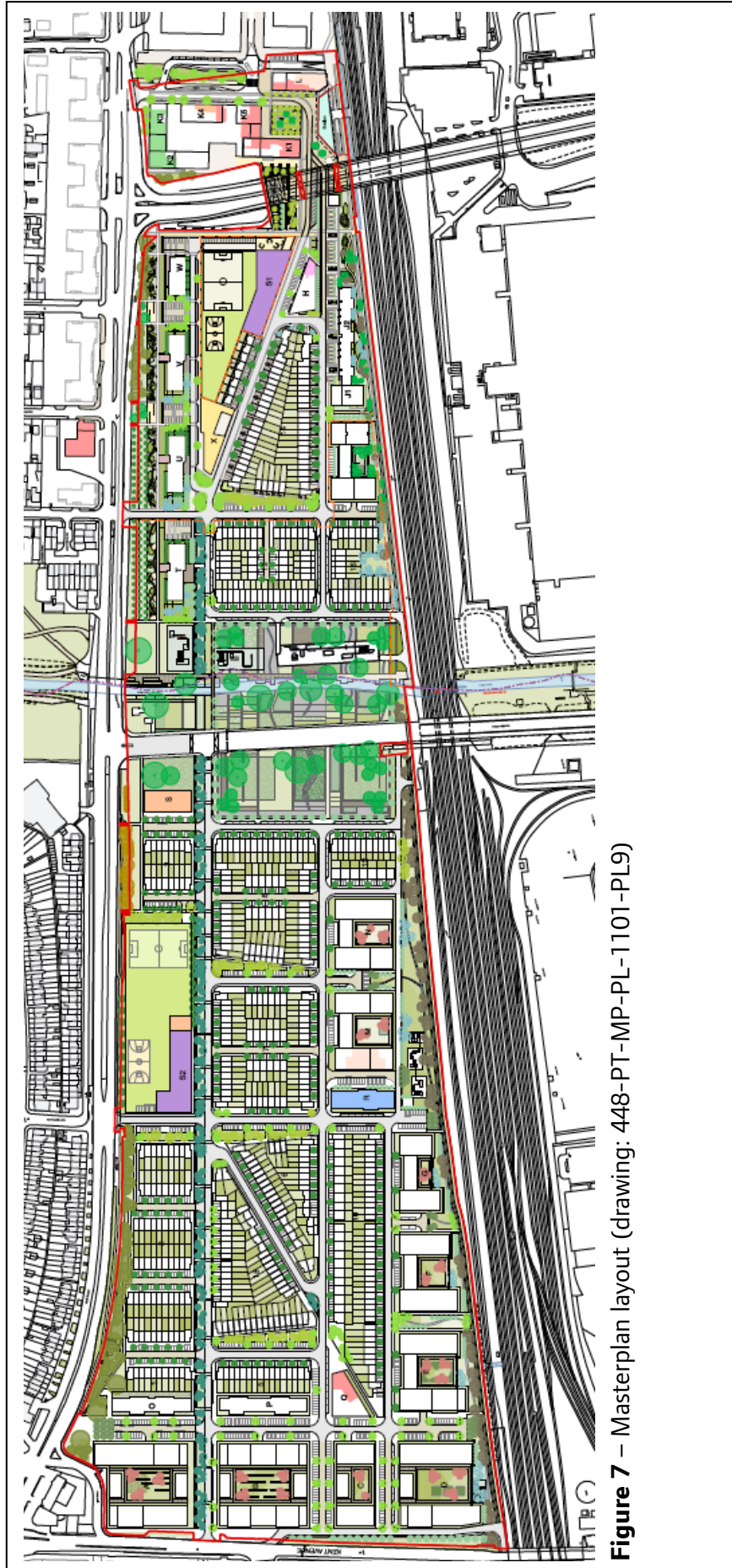


Figure 7 – Masterplan layout (drawing: 448-PT-MP-PL-1101-PL9)

192 The relationship between the scheme and the adjacent scrapyards and Former Somerfield Depot sites to the east has been considered in the design process, and discussions should continue with the landowners of these sites to ensure that the proposed development on the adjacent site at 90 New Road is integrated into its emerging surroundings. For the avoidance of doubt, the proposed boundary treatment of the site is considered acceptable as it ensures connections can be made with the adjacent site and ensures that the potential Bus Loop, which requires the adjacent site and the scrapyards, can still be brought forward in the future. Havering Council are in the process of acquiring the scrapyards site to enable an improved site access and bus interchange facilities between the site and the Former Somerfield Depot. GLA officers will continue to work with the Council and adjacent land owners to ensure a comprehensive approach to deliver a high quality local centre and public transport interchange for Beam Park.

193 In addition to the built form, significant landscaping is proposed as part of the detailed application, which has been grouped into various types:

- Station Way, which links New Road with the Station Square and the adjacent Somerfield site; Station Square, which lies at the centre of the new Beam Park centre;
- Beam Square, which is the area beneath the flyover, with public MUGA and landscaping;
- Health Trail, which runs parallel to the River Beam; South Gardens, which runs along the extent southern boundary of the site and acts as a physical and acoustic buffer;
- South Drive, which is a landscaped buffer separating phase 1 and 2;
- Garden Street, which are secondary north-south landscaped routes;
- Park Lane, which will be the primary east/west road through the site and will feature strong tree planting, SUDs and cycle lanes;
- Linear Park, which will run parallel with New Road, and aims to transform the road into a boulevard;
- South Gardens, which separates the railway line from the development.
- Raised Garden; which is a landscape podium in the centre of building K.

194 The Linear Park, Garden Street, Park Lane and South Gardens run throughout the development; however, they are only submitted in detail for Phase 1, the design of the remainder of the site remain reserved. It is expected, however, that the detailed element of the proposals is used as a precedent for the rest of the scheme and the Design Codes reflect the design of the detailed element.

Phases 2 – 8 (outline)

195 The masterplan of the outline elements has been secured through parameter plans, which guide and control development through specifying the following: development zones; access and movement routes through identifying a hierarchy of primary, secondary, tertiary and mews roads throughout the development; hardscape strategy and softscape strategy, differentiating between parks, edges, swales and 'soft' islands of greenspace; building heights and plots. Further, the Design Code defines three types of blocks, perimeter blocks, traditional blocks and housing plots. For each of these elements, the Design Code then sets out guidance on the hierarchy of blocks and external areas within each.

196 In addition to the layout of the buildings and routes through the site, the Design Code specifies numerous landscape character areas throughout the development. Elements of these character areas will replicate and build on the landscaping proposals detailed within Phase 1. There are, however, also additional landscaping proposals, including:

- Beam Park, which is the central park that runs parallel to the River Beam and will optimise the ‘placemaking’ potential of the river, as sought under draft Havering Local Plan Policy 31;
- Kent Avenue, which will form the western edge of the site, defining the site and providing vertical links through the site;
- Beam Terrace, which forms the low-rise park edge, which will respect the scale of the park and will not dominate views from the proposed park;
- South Drive; which seeks to be a “contemporary reimaging of the London terraced typology”;
- Mews, which form the interior parts of the masterplan; and
- Courtyards, which will be raised gardens on podium decks which provide semi-private amenity for residents.

197 GLA officers consider that the Design Code and Parameter Plans ensure that the masterplan principles will replicate the quality of Phase 1 and will provide well-designed, connected place. Notwithstanding this, in any subsequent reserved matters application, it must be evidenced how the landscaping principles defined within the parameter plans and design codes have been adhered to.

Conclusion

198 GLA officers consider that the Design Code provides sufficient guidance to ensure that the layout and landscaping of the proposed masterplan will be realised. The layout, landscaping and masterplanning proposals will provide a good sense of place, well designed areas of public realm and landscaping. In addition, the proposals adequately separate existing noise generating uses, such as New Road and the railway line, through setting the development back into the site and creating a landscaped buffer on both the northern and southern elevations. It is considered that the proposals accord with London Plan Policy 7.5, draft London Plan Policy D7, Havering Local Plan Policy DC61, draft Havering Local Plan Policies 27 and 31, Havering Landscaping SPD and Barking & Dagenham Local Plan Policy CP3.

Height and massing

Tall buildings policy

199 London Plan Policy 7.7 and draft London Plan Policy D3 sets out the strategic policy with regard to tall buildings. London Plan Policy 7.7 states that the Mayor will promote the development of tall buildings where they create attractive landmarks, which enhance London’s character and help to provide a catalyst for regeneration, where they are acceptable in terms of design and impact on their surroundings. Suitable locations for tall buildings may include the Central Activities Zone and Opportunity Areas, and areas of good access to public transport. Draft London Plan Policy D3 builds on this, stating that regard should be had to the visual, functional and cumulative impacts of tall buildings, the potential contribution to new homes, regeneration and economic growth, and the public transport connectivity.

200 Barking & Dagenham Local Plan Policy BP4 defines a tall building as any which is significantly taller than its neighbours or significantly changes the skyline and states that they should be located in areas with good accessibility, indicated through a high PTAL rating. Further, the policy states that tall buildings should be of the highest design quality and make a positive contribution to the character of the area.

201 Havering Local Plan Policy DC66 defines tall buildings as those over 6 storeys or about 18 metres and states that these will normally only be granted in Romford Town Centre. It goes on to

state that, in exceptional circumstances, tall buildings may be granted planning permission outside of this area, provided that they: create an attractive landmark building, which would clearly improve the legibility of the area, for example at key gateway locations or are clustered with other buildings of a similar scale and massing as well as raising the clusters quality or coherence; preserve or enhance the natural environment, the historic environment, local amenity and the local character of the area; act as a catalyst for regeneration; preserve or enhance views from Havering Ridge; do not mar the skyline; do not have a significant impact on the amenity of neighbouring occupiers; and appropriate to the local transport infrastructure and capacity in the area. In addition, the policy sets out requirements for exemplary high quality and inclusive design, ensuring that they are attractive at all angles, create a well-defined public realm, suit the local and wider context and are sensitive to their impact on micro-climates in terms of wind, sun, reflection and overshadowing. The draft Local Plan echoes this approach, with Romford Town Centre being the only explicit location for tall buildings.

202 Havering Council's first reason for refusal was due to the overall height which "would result in a development which would be out of character with the area contrary to the provisions of Policies DC61 and DC66 of the Development Control Policies DPD and the provisions of the Rainham and Beam Park Planning Framework 2016".

203 In terms of the proposed building heights, the taller buildings are located towards the eastern and western ends of the site, where they would be closest to Beam Park and Dagenham Dock stations. Overall heights vary from 2 storey terraces to 16 storey buildings.

Phase 1 (detailed)

204 Following the Deputy Mayor's recovery of the application, GLA officers engaged with the applicant through design workshops to ensure that the scheme represented optimises the density, whilst providing the highest quality design. It was considered that additional height could be supported throughout phase 1, due to its proximity to the station. The following blocks have been amended since the Deputy Mayor took over the application: building K; building L; building H; building J1; and building W. Figure 7 and 8 provide CGI images of the development as presently proposed and as previously proposed.

205 Prior to the Deputy Mayor's recovery of the application, the tallest element of the scheme was block K1 at 9 storeys, which lies immediately adjacent to the flyover; however, after testing alternative height and massing options, it was considered that block K5 was a more appropriate location for a landmark building as the profile of the block is more slender than block K1 and, as such, it was considered to be able to support greater height. Block K5 now rises to 16 storeys, whilst block K1 rises to 11 storeys, with a 6-storey shoulder height.

206 With regard to the rest of the station square: block K2 is now proposed to rise to 12 storeys, in recognition of its position adjacent to the overpass, before stepping down to 8 storeys on New Road; block K3 rises also rises to 8 storeys; and block K4 remains unchanged at 7 storeys. The apartment blocks along New Road range in height from 8 storeys in the east and stepping down to 6 stories, in recognition of the distance from the station and the neighbouring terraced houses. Whilst along the southern boundary, height is located to the south of blocks, with shoulders to the north of the buildings which step down in scale, for example, Block J1 will rise to 11 stories in the south, with a shoulder height of 5 stories.

207 Between the blocks of flats on the north and south of the site, it is proposed to create two residential streets featuring 2-3 storey terraced houses, with gardens backing onto each other. The school plot is located immediately west of the flyover and occupies a 0.73 hectare triangular plot, which is not included within the detailed proposals.

Assessment

208 The entirety of phase 1 lies within the London Borough of Havering, where the Council refused the application as it was considered to be contrary to local Policy DC61 and DC66. A detailed assessment of the proposals against Local Policy DC66 is set out below, noting that Policy DC61 is considered in further depth in the architectural quality and appearance section below. It is noted that the Council made its assessment based on a lower height scheme, prior to the most recent amendments, which have increased the scale of the proposals, as set out in the paragraphs above.

209 (1) create an attractive landmark building which would clearly improve the legibility of the area for example at key gateway locations or are clustered with other buildings of a similar scale and massing and raise the cluster's quality or coherence - On the eastern side of the flyover, the tallest buildings within phase 1 - blocks K1 (6-11 storeys), K2 (8-12 storeys), K5 (16 storeys) and L (7-12 storeys) - are clustered together immediately adjacent, and surrounding, the proposed Beam Park station and the proposed Station Square area of public realm. This cluster act as a visual marker of the new local centre and the new railway station. Furthermore, the slender form of block K5 acts as a landmark building, aiding in local wayfinding to the station. Block J1 (5-11 storeys) and block H (4-7 storeys) are proposed on the western side of the flyover and aid in wayfinding, when moving eastward toward the station. Through flanking the flyover will taller buildings, the flyover becomes visually subordinate, reducing its dominance on the skyline. It is considered that the tall buildings create an attractive landmark cluster.

210 (2) preserve or enhance the natural environment, the historic environment, local amenity and the local character of the area - The site is presently in industrial use and does not lie in close proximity to any conservation areas, protected vistas or listed buildings. The tallest buildings proposed would be separated from neighbouring low-rise housing by approximately 100 metres at its closest point. Further, the scale of development steps down to the north, as it gets closer to the existing residential development. Given the historic use of the site, and through the allocation of the site and the surrounding sites, it is considered that the scheme presents an opportunity to create a new local character for Beam Park, in conjunction with redevelopment of other sites along the New Road. Furthermore, the tallest buildings are located to the south of the site, adjacent to the flyover and removed from any low-rise, sensitive suburban development on the northern side of New Road. In addition, active frontages will flank the ground floor uses, which will serve to integrate the building into, and generate a positive relationship with, the Station Square. The tall buildings are not, therefore, considered to adversely affect local character; rather, it is considered that the slender form, proportion and scale will relate well to the proposed public realm proposed within the station square and will aid in creating a specific local character for this vacant, ex-industrial site. Notwithstanding this, the heritage impact is considered in detail in paragraphs 227-232.

Figure 7 – CGI of previously proposed scheme (July 2017)



Figure 8 – CGI of proposed development (August 2018)



211 (3) act as a catalyst for regeneration – The site is presently vacant and was previously in industrial use. The site also lies within a Housing Zone and an Opportunity Area. In addition to redeveloping the vacant, allocated site, the proposed tall buildings would provide a significant contribution to meeting localised housing need as well as creating a new local centre at Beam Park, in line with the RBPPF and OAPF. The wider Beam Park regeneration area centres on the new local centre and the train station; as such, this area is a significant catalyst for wider regeneration.

212 (4) preserve or enhance views from Havering Ridge – Havering Ridge lies in the north of the borough, whilst the site lies in the south-west corner of the borough; as such, it not considered that the scheme would have any immediate impact on the views or obstruct views from the ridge. The proposals are expected to only appear in the distance of longer range views.

213 (5) do not mar the skyline - The cluster of tall building are designed to relate to one-another, yet are architecturally different, which ensures visual interest on the skyline. The design changes secured since the Deputy Mayor took over the application are considered to have enhanced wider views of the site, through limiting the impact of the Marsh Way flyover.

214 (6) do not have a significant adverse impact on the amenity of nearby occupiers – The tall building would be approximately 200–250 metres from the nearest low-rise housing. As set out in paragraphs 253–273, it is not considered that the proposals impact the amenity of any nearby occupiers.

215 (7) are appropriate to the local transport infrastructure and capacity in the area - the proposed tall buildings will all be located within Phase 1, an area of future good transport accessibility, immediately opposite the proposed Beam Park station and adjacent to a bus route.

216 In addition, with regard to the Havering Residential Design SPD, it is acknowledged that the proposals are taller than the suburban, low-density development which is explicitly sought; however, on balance and also in accordance with principles set out in the SPD, it is considered that the proposed tall buildings have been designed with regard to the local context and the opportunities presented by the former-industrial site as well as contributing to a varied skyline and integrating well at ground-floor level. For the above reasons, it is also considered that the proposals accord with London Plan Policy 7.7 and draft London Plan Policy D8 as well as Havering Local Plan Policy DC66.

Phases 2 – 8 (outline)

217 Within the outline element of the proposals, building heights remain unchanged from the scheme considered by both Havering and Barking & Dagenham Committees. A parameter plan (plan ref: 448-PT-PP-PL-1007-PL3) controls the building heights within the outline phases of development. The tallest elements of the outline proposals rise to 10 storeys on the western edge of the site, within Barking & Dagenham, which is in close proximity to Dagenham Dock station and the emerging development around Chequers Corner, with the heights broadly stepping down into the centre of the site, where the terraced housing is concentrated.

Havering

218 It is acknowledged that part of Phase 2 lies within Havering and, as indicated on the building heights parameter plan, an element of building T will have a maximum height of 7 storeys. It is necessary, therefore, to assess this building against Havering Policy DC66 in the context of the borough's reasons for refusal. Building T fronts New Road and rises to 7 stories on its western side. The building echoes the built mansion-block form of buildings W, V and U, all of which lie within the detailed element of the proposals. In the context of the proposed development in Phase 1, it will not be read as a landmark building but rather will be read as part of the New Road cluster of

buildings, which are set back behind the proposed Linear Park landscaping. The building will not impact existing residents on roads north of New Road, as it will be set back behind landscaping and will be of a similar height to the buildings on the northern side of New Road. Through forming part of the wider proposals, it will act as a catalyst for wider regeneration and will aid in setting a precedent for wider regeneration along New Road. In this context, it is considered that building T is of an appropriate scale and accords with Havering Local Plan Policy DC66, London Plan 7.7 and draft London Plan Policy D8.

Barking & Dagenham

219 Barking & Dagenham's planning committee approved the application, with the officer's report noting that the scheme contains "a good mix of traditional housing and apartments" and that the scheme is a "well thought out concept and should provide some local distinctiveness to the development, which is supported". In accordance with local Policy BP4, London Plan Policy 7.7 and draft London Plan Policy D8, the height strategy for the outline element of the proposals within Barking & Dagenham is considered to be appropriate for the following reasons: it is suited to the context as the taller buildings are located on the western edge of the scheme, stepping down towards the interior of the site; it causes no harm to the locality, as discussed in paragraphs 253-273; will not harm the skyline; will be of a high architectural quality; will not impact aircraft, as confirmed by City Airport; and will incorporate adaptable design measures.

Height and massing conclusion

220 The proposed building heights strategy is broadly in accordance with the OAPF and RBPPF its principle of locating taller buildings around the new Beam Park local centre and close to the potential future district centre at Chequers Corner.

221 It is considered that heights across the scheme have had regard to their local context, with lower-rise blocks and terraced housing in the centre of the site, with heights stepping up on the eastern and western edges in recognition of their proximity to stations. The Station Square within Phase 1 is considered the most appropriate place on the site for taller, as well as landmark tall buildings, due to their proximity to the proposed Beam Park station, the position next to the flyover as well as the opportunity for a visual marker building. The detailed design of the buildings are discussed later; however, the building heights are acceptable and supported, in accordance with London Plan 7.7, draft London Plan Policy D8, Barking & Dagenham Local Plan Policy BP4 and Havering Local Plan Policy DC66

Architectural quality and appearance

222 A variety of building typologies are proposed across the masterplan, all utilising a material palette of predominantly brick. Courtyard podium blocks are proposed along the western and southern boundaries, which will have a warehouse style, referencing the industrial character to the south. The taller buildings around the station square and local centre would have a more mixed palette of materials, including white pre-cast concrete and orange brick banding. The approach to architectural design will create a rich mix of building typologies and the proposal to utilise robust and sustainable materials across the masterplan to create a distinct, contemporary neighbourhood is strongly supported. The use of more 'freeform' building designs in certain areas of the masterplan, to break up the regular rhythm of traditional typologies and act as legibility markers, is considered to be successful and adds further visual interest to what will be a substantial part of the new mixed-use community in South Dagenham and Beam Park.

223 Throughout the masterplan, a variety of building typologies are proposed, where each distinct type is defined through location, density, form and finishing materials. These are summarised as:

- Terrace and bookend housing comprising 3 storey homes;
- Cubic apartment blocks with the cubic typology comprising low and long apartment blocks between 4 and 6 storeys in height containing family sized duplex apartments;
- Warehouse apartment blocks comprising bookends, one on each side of the cubic typology, typically between 4 and 10 storeys in height and narrower in appearance from the street;
- Villa apartment blocks (largely on the London Borough of Havering side) fronting the A1306/New Road between 5 and 7 storeys in height and of a modern contemporary design; and
- Rock apartment block which is an irregular shaped building designed as a standalone or freeform marker building to help orientation and way finding designed at 6 storeys in height.

224 Throughout the development, the affordable homes will be indistinguishable from the market homes, which is strongly support in accordance with the Havering Residential Design SPG, London Plan Policy 3.5 and draft London Plan Policy D4.

Phase 1 (detailed)

225 Since the Deputy Mayor recovered the application, a number of design revisions have been received, including amendments to the facade treatment and brickwork in building K, which introduce horizontal orange and white brick banding which fades as the building's height increases and the introduction of a contrast plinth in building H, which differentiates the ground floor and the upper floors. GLA officers consider that these amendments have improved the design of these buildings and enhance the proposals overall. Materials have been reserved by condition to ensure that the high-quality design is realised.

226 The station building is trapezoidal in shape, with a cantilevered canopy on the western end, which marks the building out as a pivotal point in the masterplan. The southern elevation of the building runs parallel to the platform, whilst the north elevation relates to the station square and forms a key entry point into the site. In terms of materiality, the building will primarily be zinc, pre-cast concrete and brick. It is considered that the Beam Park station will be an appropriate low rise building, of a complementary style but distinct to the residential blocks on the east and north of the station square.

Phases 2 – 8 (outline)

227 The Design Code will ensure tight controls over the building typologies and use of materials within each typology, providing guidance, inter alia, on the following items related to appearance:

- Terraced homes must adhere to the relevant roof massing strategy (either mono-pitched, gabled or localised exceptions) and must be designed with regard to the relevant typology and to the hierarchy of these spaces (mews, bookend or standard house), heights (homes must not exceed 15 metres) and material pallet and specified brick colours;
- Cubic and warehouse buildings must have regard to building articulation, windows must form consistent patterns (variation but overall strategy in the cubic typology and regular grid fenestration in the warehouse typology), must confirm with the balcony strategy and be of a primarily brick material palette.
- Villas must be articulated as a single block, with the tallest element facing the A1306, fenestration must be in consistent patterns, must have precast concrete middle and top

elements, with a brick base, all materials must be within a tonal range of the rest of the masterplan.

- Rock buildings must be articulated in a triangular manner, with an eastward facing chamfered corner, with the facade responding to the principles of a base, middle and top components, and the fenestration must form consistent patterns, albeit with a degree of variation, and must be of primarily a brick typology.
- Courtyard buildings should be articulated in four elements, two linear blocks and two three-storey maisonette blocks, which should respond to the principles of base, middle and top, where the middle is the dominant element with the heaviest fenestration. The primary materials should be brick or precast concrete.
- The school on plot S1 (Havering) must align with the highway street edge, must be consistent with the architectural principles, design approach and materials of the wider masterplan, with its primary entrance accessible from the eastern corner and designed to ensure that children do not spill out onto the street. The building should also feature double order slot windows, brick and textured brick facade and a simple palette of materials and where there is open space at ground floor level, it must be fenced.
- The school on plot S2 (Barking & Dagenham) must line up with the highway street edge of the proposed South Drive, must be consistent with the architectural principles, design approach and materials of the wider masterplan, with its primary entrance accessible from the eastern corner and designed to ensure that children do not spill out onto the street. The design code for this plot also specifies that the building should be made of brick, with aluminium windows and doors, that the base must be distinct from the upper whilst maintaining visual continuity and that where there is open space at ground floor level, it must be fenced.

228 The success of the simple building forms will, however, be dependent on the use of the highest quality materials (particularly brick) and detailing; as such, GLA officers have secured an obligation within the S106 agreement which requires GLA design officers to review any reserved matters applications prior to their submission and will also require subsequent phases to be presented to each borough's Design Review Panels as well as the Mayor's Design Advisory Panel, as appropriate.

Conclusion

229 Subject to the imposition of conditions and obligations requiring continued design review and reserving approval of the materials, GLA officers are satisfied that the proposals will represent the high quality envisaged and designed by Patel Taylor, an award-winning architecture practice. The proposals would be in accordance with London Plan Policy 7.6, draft London Plan Policy D2, Havering Local Plan Policy DC61 and Barking & Dagenham Local Plan Policy CP3.

Heritage

230 The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the tests for dealing with heritage assets in planning decisions. In relation to listed buildings section 66 of the Act states that all planning decisions should "have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses". Pursuant to section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, planning decisions must also give special attention to the desirability of preserving or

enhancing the character or appearance of the conservation areas which may be affected by the proposed development.

231 The NPPF identifies that the extent and importance of the significance of the heritage asset is integral to assessing the potential impact, and therefore acceptability. The definition of significance in this context is the value of the heritage asset in relation to its heritage interest and this may be archaeological, architectural, cultural or historic. It may also derive from a heritage asset's physical presence as part of the townscape or its setting, where a proposed development will lead to 'substantial harm' or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss. Where a development will lead to substantial harm, the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

232 London Plan Policy 7.8 states at criterion D that "development affecting heritage assets and their setting should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail". The supportive text explains that development that affects the setting of heritage assets should be of the highest quality of architecture and design and respond positively to local context and character. These sentiments are also stated in Policy HC1 of the draft London Plan.

233 At a local level, Barking & Dagenham Local Plan Policy CP2 and Policy BP2 seeks to protect the historic environment, conservation areas and listed buildings, whilst Havering Local Plan Policy CP18 seeks to preserve the character and appearance of special architectural, historical or archaeological sites.

234 The site does not lie within a Conservation Area and does not contain any statutorily or locally listed buildings. The nearest locally listed buildings are just north of the site at Princess Parade in LBBD. There are no statutorily listed buildings within a 1 kilometre vicinity.

235 The site is visually and physically segregated from its surroundings, including any nearby heritage assets. It does, therefore, not harm any assets themselves or the setting of any assets. Furthermore, should the buildings appear in any longer-range views from any surrounding heritage assets, it is considered that there would be no harm due to distance as well as the general urban setting of those surrounding assets. The proposals would not harm any heritage assets and are considered to comply with London Plan Policy 7.8, draft London Plan Policy HC1, Barking & Dagenham Local Plan Policy CP2 and Policy BP2 and Havering Local Plan Policy CP18.

Fire safety

236 In the interests of fire safety and to ensure the safety of all building users, Policy D11 of the draft London Plan seeks to ensure that development proposals achieve the highest standards of fire safety.

237 The applicant has submitted a fire statement prepared by a suitably qualified third-party assessor, which is a working document, refined as the scheme is further developed. The accompanying documents confirm the evacuation proposals for the residential and non-residential uses, the means of escape from each block, limited internal and external fire spread in each block and the fire service access and facilities for each block. It is, therefore, demonstrated that detailed work is being undertaken as central to the design process. The submitted fire statement and accompanying documents confirm that all apartments will contain sprinkler systems to reduce the risk to life and significantly reduce the degree of damage caused by fire.

238 Notwithstanding this, to ensure compliance with draft London Plan Policy D11 and to demonstrate that the scheme represents the highest standard of fire safety, with each Reserved Matters application, the applicant must provide a statement that demonstrates that all features and materials would comply with Part B of the Building Regulations. A condition has also been secured which requires the submission of a fire strategy for every subsequent reserved matters phase.

Designing out crime

239 Policy 7.3 of the London Plan and draft London Plan D10 seeks to ensure that measures to design out crime are integral to development proposals and considered early in the design process. A number of criteria are set out in this policy regarding reducing opportunities for criminal behaviour and contributing to a sense of security without being overbearing or intimidating. Barking & Dagenham Local Plan Policy BP11 requires that developments should provide a safe environment, which reduced fear of crime and improves crime prevention. Havering Local Plan Policy CP17 seeks to ensure that design contributes to community safety.

240 Within the detailed element of the proposals, the detailed design has carefully considered the interaction of the buildings with the public realm and roads. The station square will be overlooked by active uses at ground and upper floors on all elevations. Residential core entrances would be well distributed and whilst there are some areas of servicing, cycle and refuse storage on the ground floor, these would be minimised and broken up by residential entrances and commercial uses to ensure that all elevations of buildings and access routes feel safe to use.

241 With regard to the area beneath the flyover, the integration of the previously safeguarded MUGA improves views into and through the flyover, which will improve real and perceived safety. Furthermore, a residential entrance into block K1 is located on the western side of the building, immediately adjacent to the flyover, which will ensure activity along this edge at all times.

242 The mansion-block villa apartment buildings will be accessed from the road to the rear, just north of the proposed school, whilst there will be balconies and windows overlooking New Road and the proposed Linear Park.

243 The additional height secured since Stage 2 will improve visibility onto the flyover, which will ensure more of the site is covered through passive surveillance, which will improve perceptions of safety more widely. Notwithstanding this, a condition is recommended to ensure that the scheme achieves Secured by Design accreditation.

244 As detailed above, the Design Code provide parameters for the detailed design of each plot, including controlling plot layouts, lighting, windows and balconies. With regard to the school, to improve safety for both children and for passers-by late at night, all non-built up parts of the school sites must be fenced off at the pavement line. In any reserved matters application, it must be demonstrated how the proposals accord with the Secured by Design principles, set out in London Plan Policy 7.3, draft London Plan Policy D10, Barking & Dagenham Local Plan Policy DP11 and Havering Local Plan Policy CP17.

Conclusion on urban design

245 GLA officers consider that the design of the scheme is well-considered, responds to the development principles outlined in the site allocation, RBPPF and OAPF and achieves a high quality of place making. The massing strategy responds to the site characteristics and the existing and emerging context. The tall buildings, whilst higher than the indicative guidance set in the Rainham & Beam Park Planning Framework and the Havering Residential Design SPG, are well designed and justified in the context of the relevant criteria set out in the Local Plan and the London Plan. The quality of the design, architecture and materials will ensure a distinctive and high-quality

development which will contribute positively to the wider regeneration of this part of the London Riverside Opportunity Area. The development will thus comply with the relevant development plan policies set out in paragraphs 179-183 above.

Inclusive design

246 London Plan Policy 7.2 and draft London Plan Policy D3 requires that all future development meets the highest standards of accessibility and inclusion, and that the design process has considered how everyone, including those with disabilities, older people, children and young people, will be able to use the places and spaces that are proposed. London Plan Policy 7.6 requires that buildings and structures meet the principles of inclusive design, and London Plan Policy 3.8 and draft London Plan Policy D5 require that ninety percent of new housing meets Building Regulation requirement M4(2) 'accessible and adaptable dwellings' and ten per cent of new housing meets Building Regulation requirement M4(3) 'wheelchair user dwellings' – which means to be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. The Mayor's SPG "Accessible London: Achieving and Inclusive Environment" provides guidance on the implementation of these policies.

247 Barking & Dagenham Local Plan Policy BP11 requires that all developments are accessible and feature inclusive facilities, whilst Havering Local Plan Policy CP17 states that schemes should be designed to a high standard of inclusive access.

248 Details of accessible and inclusive design have been provided within the Design & Access Statement which focuses on the inclusive design measures within the public realm and buildings. The application drawings and landscape drawings also show how key inclusive design features would be incorporated.

Accessible homes

249 Within the detailed element of the proposals, a total of 64 homes would meet Building Regulation M4(3), representing 10% of the units. These are provided throughout the phase and are split proportionally by tenure and unit sizes. Detailed layouts for the M4(3) units are included as part of the submitted drawings and will ensure that the scheme delivers accessible homes of an acceptable standard in accordance with London Plan and Local Plan policy. Further, all internal doorways and hallways will conform with Part M of the Building Regulations. A condition is recommended to ensure that the units meet the relevant Building Regulations requirements.

250 For the outline element of the proposals, the applicant has committed to providing 10% of units on each phase as wheelchair accessible, in accordance with Building Regulation M4(3). These should be provided in a variety of unit sizes, tenures and with various outlooks to enable a range of choice for wheelchair users, in accordance with London Plan Policy 7.2 and draft London Plan Policy D3. A condition requiring all RMA applications to meet M4(2) and M4(3) will be attached to the decision notice.

Public realm

251 In terms of site wide levels, it is primarily a flat site and of a singular level at +2.3 metres AOD, except for blocks T, U, V and W, where the existing level of +2.5 metres AOD is retained due to proximity to New Road and its level. The level topography of the site ensures access for all residents, visitors and passers-by.

252 For the detailed element of the proposals, the submitted drawings and landscape drawings demonstrate that appropriate levels and gradients can be provided across the site to ensure an

inclusive environment throughout. All building entrances will feature level approaches and thresholds, with covered and lit canopies, and electric doors. The applicant has confirmed that there is level access to the station and the station's cycle storage.

253 In addition, within the station square, it is proposed to construct the pedestrian areas and the road itself out of the same material, which aids in slowing traffic movements; however, to ensure that the space is also inclusive for all visitors and residents, the carriage way will be defined and tactile paving will indicate the divide between the carriageway and the pavement.

Car parking

254 The applicants Design and Access Statement states that all wheelchair users will be allocated a Blue Badge space in the building in which their home is located. In addition to residential parking, 5 Blue Badge parking spaces are provided for visitors. In total 10% of the 260 car parking spaces within Phase 1 will be accessible.

Inclusive Design Conclusion

255 For the reasons set out above, the proposal would achieve a high level of accessible and inclusive design and would comply with London Plan Policies 3.8, 6.13, 7.1, 7.2, 7.5, 7.6, draft London Plan Policies GG1, D3, D5, T6.1, T6.5, the Accessible London SPG, Barking & Dagenham Local Plan Policy BP11 and Havering Local Plan Policy CP17.

Neighbouring amenity impacts

256 A core principle of the NPPF is to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. London Plan Policy 7.6 and draft London Plan Policy D2 state that the design of new buildings should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings in relation to privacy, overshadowing, wind and microclimate. London Plan Policy 7.7 and draft London Plan Policy D8 state that tall buildings should not affect their surroundings adversely in terms of microclimate, wind turbulence, overshadowing, noise, reflected glare, aviation, navigation and telecommunication interference. London Plan Policy 7.15 and draft London Plan Policy D13 seek to reduce and manage noise associated with development.

257 At a local level, Barking & Dagenham Local Plan Policy CM1 states that new development should integrate with, and provides benefits for existing communities, whilst Policy BP8 provides specific guidance on protecting residential amenity, stating that all development should have regard to the local character of an area, not lead to significant overlooking or overshadowing as well as ensuring existing and proposed occupiers are not subject to unacceptable levels of pollution or noise. Havering Local Plan Policy DC36 requires that servicing has no adverse impact on neighbouring residential properties, Policy DC56 states that light should not have a negative impact on residents or public safety and Policy DC61 states that proposals should not result in overshadowing, loss of privacy to existing properties or have an unreasonable impact through noise, vibration or fumes

258 Due to the former industrial nature of the site and its surroundings, the proposed development is presently visually and physically isolated from existing residential properties, with the closest being on the north side of New Road. To the west, residential properties on New Road are set behind planting, whilst further east there are several residential properties directly accessed from New Road, with further residential properties on the roads north of New Road, including Lower Mardyke Avenue, South Street, Askwith Road and Spencer Road.

Noise

259 The applicant's ES reports on the findings of the likely noise and vibration effects of the proposed development during both the construction and operational phases.

260 The closest dwellings to the site are along the north side of New Road and the ES confirms that, once operational, the increase in noise levels will be negligible.

261 During the construction phase, which is expected to last approximately 13 years, there would inevitably be some abnormal noise caused to nearby residential properties caused by construction activities and vehicles. These impacts would be temporary, confined to normal working hours (8am to 6pm) and can be controlled through the implementation of mitigation measures outlined in the Construction Environmental Management Plan (CEMP) (covering hours of works, Code of Considerate Practice, use of Best Practicable Means, erection of hoardings etc). The submission and implementation of the CEMP would be secured by condition, as well as hours of working. In order to protect the amenity of existing and future residents, the following conditions have been secured: internal noise standards; noise limits for proposed uses, including commercial units and the school; and Construction Environmental Management Plan. On balance, however, given the temporary nature of any adverse impacts, the mitigation proposed and the wider benefits of the proposals, the scheme is considered acceptable.

262 The revised ES, submitted alongside the revisions, confirms that there are no new or different significant effects with regard to noise. It concludes that existing residential units will experience negligible residual noise impacts as a result of the proposals. It is, therefore, considered that the proposals in both the construction and operational phases will comply with the NPPF, London Plan Policy 7.15, draft London Plan Policy D13, Barking & Dagenham Policy DP8 and Havering Policy DC61.

Agent of change

263 The draft London Plan introduces Policy D12, which seeks to place the responsibility for mitigating impacts from existing noise-generating activities or uses on the proposed new noise-sensitive development. The proposed development is predominately residential and is therefore noise-sensitive; however, due to separation distances and mitigation measures, it will not impact upon the functioning of the Strategic Industrial Land to the south of the site, beyond the C2C railway. Furthermore, the design of the development has sought to buffer the residential units from the railway line and industrial uses through the creation of a South Gardens park. It is considered that the scheme is compliant with draft London Plan Policy D12.

Air quality

264 Barking & Dagenham and Havering have respectively designated the entire borough an Air Quality Management Area (AQMA) due to exceedances of NO₂ (nitrogen dioxide) and PM₁₀ (a particulate matter which is 10 micrometres or less in diameter). During construction, the proposals may create dust and mitigation is recommended to suppress this. With mitigation in place, it is considered that the construction impacts are not significant. Once operational, the report also concludes that, in the worse-case scenario, it is concluded that air quality will be acceptable for future residents (and therefore also existing residents) without further mitigation.

265 As a result of the proposals, the applicant's revised ES states that there has been no further new or altered effects on local air quality that have been identified as a result of the proposals. Air quality is discussed in further detail in paragraphs 294-298.

Wind

266 The applicant has modelled the impact of the proposals on the local wind conditions. In doing so, the applicant studied the existing wind condition, the wind speeds in designations were predicted and then the probability of these being exceeded were compared against the Lawson Criteria, which is used to gauge pedestrian wind comfort. The model indicates that the majority of the pedestrians area fall within the most comfortable grade, which is appropriate for 'pedestrian sitting, standing and walking'. The model indicated that the access roads and pathways between blocks A to D (within phases 6 to 8) are likely to experience slightly higher wind levels than the rest of the site and, whilst these conditions remain appropriate for walking or standing pedestrians, they could be further mitigated through the detailed design process.

Privacy, daylight, sunlight and light pollution

267 The site is both visually and physically separated from the existing residential areas to the north of New Road; as such, it is not considered that there would any direct impact in terms of privacy, daylighting, overshadowing or overlooking. Notwithstanding this, recognising the impact of light spillage, primarily from the floodlighting sports facilities that may form part of the school buildings, may have on residential quality, a condition has been secured which requires the applicant to provide a detailed lighting strategy prior to the occupation of each phase.

268 The impact on privacy to the proposed units within the scheme itself has been addressed at paragraphs 148-172 above.

Neighbouring amenity impacts conclusion

269 The proposals are visually and physical removed from surrounding residential development; the scheme is the first to come forward in the redevelopment of the former industrial land. The proposals would have not have an unacceptable impact on the residential amenity of existing residents in the vicinity of the site, and the proposals are considered to comply with London Plan Policies 7.6, 7.7 and 7.15, draft London Plan Policies D2, D8 and D13, Barking & Dagenham Local Plan Policy CM1 and DP8 as well as Havering Local Plan Policies DC36, DC56 and DC6.1

Natural environment

270 London Plan Policy 7.19 and draft London Plan Policy G6 require developments to make a positive contribution to the protection, enhancement and creation of biodiversity.

271 The site itself does not fall within any designations of nature conservation interest; however, Beam Valley, which is designated a Local Nature Reserve, lies 0.3 kilometres north of the site and two Sites of Special Scientific Interest, Ingrebourne Marshes and Inner Thames Marshes, are located within 1.5 kilometres of the site. Accordingly, the applicant's Environmental Statement (ES) has considered the impacts of the proposals on these sites, as well as the localised ecology and biodiversity on the site itself. Both the construction and demolition phases and the impact of the operational development have been considered. The ES contains recommendations for mitigation measures where necessary, to prevent adverse impact on ecology and wildlife.

272 The applicant's ES has considered these impacts and concludes that with the implementation of appropriate mitigation and enhancement measures, the proposals are unlikely to have adverse impact on the wildlife and ecology of the surrounding sites or the site itself. The ES recommends the following measures:

273 *Construction and demolition phases:* A construction environmental management plan (CEMP), which would include a risk assessment of construction activities, has been secured by condition, which should also detail dust suppression measures. With regard to the impact to the site itself and in line with the recommendations made in the ES, a condition is proposed which limits vegetation clearance to avoid the bird breeding season.

274 *Operational phase:* The submission of an Ecology and Landscape Management Plan is recommended by condition to manage, monitor and achieve biodiversity enhancements within the landscaping scheme and throughout the development. Conditions to control lighting on the Beam River Park and to provide bat roosting boxes and bird nesting bricks have also been secured. Brown roofs are also proposed, with their detailed location and specification secured by condition.

275 Natural England was consulted on the proposals and stated that it was not considered that the scheme would have a significant adverse impact on any nearby designated sites, including the two nearby SSSIs. They did, however, endorse the recommendations within the submitted Ecology report and stated that the Best Practice techniques should be adopted throughout the development. Natural England supported the replacement of lost habitat along the River Beam, the provision of brown roofs and the requirement that lighting has regard to biodiversity.

276 On the basis that the above design and mitigation measures would be secured by condition, officers are satisfied that the proposals would avoid harmful impact on wildlife, the ecology and biodiversity, and would provide for the suitable protection and enhancement of the natural environment.

Sustainability and climate change

277 London Plan climate change policies, as set out in Chapter Five, collectively require developments to make the fullest contribution to the mitigation of, and adaptation to, climate change, and to minimise carbon dioxide emissions. London Plan Policy 5.1 (Climate change mitigation) sets out the strategic approach to reducing carbon emissions in London, and Policy 5.2 (Minimising carbon dioxide emissions) sets out an energy hierarchy for assessing applications. Policy 5.2 sets a minimum target for carbon dioxide emissions reduction in new buildings of 35% beyond Part L of the Building Regulations (as amended 2013) for commercial buildings and zero-carbon for residential buildings. London Plan Policy 5.3 (Sustainable design and construction) requires future developments to meet the highest standards of sustainable design and construction, and London Plan Policies 5.9-5.15 promote and support the most effective climate change adaptation measures including passive thermal regulation, urban greening, and water management.

278 Draft London Plan climate change policies are set out in chapter 9 and also collectively require developments to make the fullest contribution to the mitigation of, and adaptation to, climate change, minimise carbon dioxide emissions and meet the highest standard of sustainable design. The policies go further than the current London Plan setting more stringent standards regarding air quality, greenhouse gas emissions, energy infrastructure, water infrastructure and waste and the support for the circular economy. Draft London Plan Policy G5 (Urban Greening) states that all major development proposals should contribute to the greening of London.

279 The Mayor's Sustainable Design & Construction SPG sets out how these policies should be implemented.

280 At a local level, Barking & Dagenham SPD Policy BR1 requires all developments to meet the highest standard of sustainable design and construction, whilst Policy BR2 seeks to minimise CO₂ emissions and states that all development in South Dagenham should be capable of linking into a district heat system. Havering Policy DC50 requires that developments minimise CO₂ emissions and

draft Havering Local Plan Policy 36 states that development should optimise the energy efficiency of buildings and support low carbon and renewable energy development

Energy

Energy strategy

281 The applicant has submitted an energy strategy for the site and is proposing to reduce carbon dioxide emissions by 35% beyond the 2013 Building Regulations, in compliance with the London Plan and draft London Plan target. In reporting the application at Stage 1, it was observed that the scheme followed the London Plan energy hierarchy, with a range of passive design features and demand reduction measures proposed, Combined Heat and Power system (CHP) and renewable energy sources, and that the carbon savings met the London Plan's targets.

282 Energy efficiency (Be Lean): A range of passive design features, including orientation of dwellings and location of balconies, and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters would be improved beyond the minimum backstop values required by Building Regulations. An overheating analysis, to be submitted after detailed design of Phase 1, has been secured by condition.

283 District heating (Be Clean): The applicant is proposing two separate networks onsite covering apartments, schools and nursery, which would be fed by two separate CHP systems. The applicant has confirmed that a single system is not possible due to difficulties lying high voltage lines across the site due to its constraints (as detailed in figure 7). Houses and non-residential would not be attached and instead heated by gas boilers for houses and heat pumps for non-residential. In line with stage 1 comments, the applicant has provided further details with regard to the site heat network and has demonstrated that sufficient space has been provided for the energy centre. Details relating to the CHP, in particular the thermal and electric output of the engine and its efficiency have been provided and are acceptable. Through this second element of the hierarchy, a reduction of 23% will be achieved.

284 Renewable technology (Be Green): The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install roof mounted PV panels across the development. As the exact location of the PV panels in the detailed phase or the outline phase has not yet been confirmed, a condition has been secured which requires the provision of details prior to the relevant part of each phase. The applicant will also be required to demonstrate how each phase's PV panel distribution contributes and meets the site-wide energy strategy.

285 Overall savings: With regard to the domestic elements, based on the energy assessment submitted, a reduction of 1,323 tonnes of CO₂ per year in regulated emissions is expected, compared to a 2013 Building Regulations compliant development, equivalent to an overall saving of 35%. The non-domestic elements will achieve a reduction of 86 tonnes per annum, which is equivalent to 35%. The carbon dioxide savings the target set within Policy 5.2 of the London Plan and draft London Plan Policy SI2; however, in order to verify the savings from the development and in recognition of the conditioned overheating analysis, a revised energy strategy, following detailed design, is also secured by condition. In this respect, the proposals are in compliance with London Plan and borough policies on energy efficiency and carbon savings.

Flood risk and drainage

286 London Plan Policy 5.12 (Flood risk) and draft London Plan Policy SI12 seeks to ensure that developments address flood risk and incorporate flood resilient design. Policy 5.13 (Sustainable

drainage) and draft London Plan Policy S113 states that developments should use sustainable urban drainage systems (SUDS) and should ensure that surface water run-off is managed as close to its source as possible in line with the London Plan drainage hierarchy.

287 Barking & Dagenham Policy BR4 states that development should seek to maintain or improve the quality of watercourses or ground water as well as achieving greenfield surface water run-off rates, where possible. Havering Policy DC48 states that development must be located, designed and laid out to ensure that the risk of flooding. Draft Havering Local Plan Policy 32 states that the Council will support development which avoids flood risk.

288 The application is supported by a Flood Risk Assessment (FRA) which assesses any likely significant effects of flooding and drainage. The site is located within Flood Zone 3 but will not be affected by fluvial flood up to, and including, the 1 in 100-year event due to the presence of the Washlands Flood Storage Area, which lies upstream of the site. The Thames Tidal Defences also protect the site from flooding, up to the 1 in 1,000-year event.

289 The development will include a landscaped flood management zone along the Beam River and a secondary basin to the west of the main access road, with the two being connected via two culvert structures, raised ground levels, finished floor levels that are 300 millimetres above predicted flood levels and a bund along the southern site boundary. These measures have been designed to provide protection against residual flood risk. The approach to managing flood risk ensures that the proposals comply with the relevant policies, detailed above.

290 Surface water will be managed through a series of connected landscaped attenuation areas and approximately 20 swales, along with permeable paving, draining to a tanked underground storage and green roofs throughout the development. The general aims of the drainage strategy respond well to the requirements of London Plan Policy 5.13 and, in order to ensure that the scheme fully complies, a condition has been secured which requires a detailed drainage strategy to be approved and implemented, which achieves greenfield run-off rates.

Sustainability strategy

291 The applicant has submitted a Sustainability Statement for the site, which sets out many climate change adaptation measures proposed in the design and construction process. The 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 terms of water consumption, the development is anticipated to achieve a water consumption target of 110 litres per person per day or less for all domestic properties and this is secured by planning condition. The target design consumption date will be achieved through the use of low water use sanitary ware (including dual flush WCs), flow regulated taps and shower fittings, and baths with a reduced capacity to the overflow. 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.

Trees and urban greening

292 London Plan Policies 5.10 and 7.21 seek to retain existing trees of value, or mitigate their loss, and require developments to incorporate urban greening measures. Draft London Plan policies G5 and G7 go beyond the London Plan policies by embedding urban greening measures and retention of existing trees of quality into the planning process. As set out in draft London plan Policy G5 the Mayor has developed a generic Urban Greening Factor model to assist boroughs and

developers in determining the appropriate provision of urban greening for new developments. This is based on a review of green space factors in other cities. The factors outlined in Table 8.2 of the policy are a simplified measure of various benefits provided by soils, vegetation and water based on their potential for rainwater infiltration as a proxy to provide a range of benefits such as improved health, climate change adaptation and biodiversity conservation.

293 The proposals involve the creation of a linear park to the north, Beam Park along the river and South Gardens on the southern elevation. Open space totals 77% of the site area and have an Urban Greening Factor of 0.4; as such, it is considered that the proposals comply with draft London Plan G5 and will ensure that the proposals

294 In addition, a net increase of 1,647 trees is proposed. Throughout the development brown roofs are proposed. Following discussions with Barking & Dagenham's arboricultural officer, the existing Lime trees to the north of the site are to be retained. In addition, as part of the submission of a landscaping plan, and in line with draft London Plan Policy G7, the 13 existing Weeping Willow trees should be retained, where possible. Should the removal of such trees prove necessary, the proposed replacements should be an adequate replacement based on the existing value of the benefits of the trees removed.

295 Conditions have been secured, which require the phased submission and implementation of a landscaping strategy, protection of trees and the provision of Living Roofs. As such, it is considered that the proposals meet London Plan Policy 5.10, Policy 7.21 and draft London Plan Policy G5 and G7.

Conclusion on climate change and sustainability

296 The proposed development would minimise carbon dioxide emissions to meet London Plan and draft London Plan targets and local policy regarding climate change. The development would not increase flood risk and would deliver sustainable urban drainage benefits over the existing situation at the site. The development has committed to achieve high standards in sustainable design and construction. In these respects, the development is in compliance with relevant planning policies regarding sustainability and adapting to climate change.

Other environmental issues

Air quality

297 London Plan Policy 7.14 (Improving air quality) seeks to ensure that new development minimises increased exposure to existing poor air quality and makes provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs)) and be at least "air quality neutral". Draft London Plan Policy SI1 goes further to state that development within Opportunity Areas should propose methods of achieving an 'air quality positive' approach.

298 Barking & Dagenham Policy BR14 states that developments should have regard to national policy and states that planning permission will only be granted where mitigation measures are introduced to bring any exceedances to an acceptable level. Havering Policy DC52 states that planning permission will only be granted where new development, both cumulatively and separately, does not cause significant harm to air quality. Draft Havering Local Plan Policy 33 states that the Council will support development which meets the following: air quality neutral; optimises green infrastructure; delivers measures to support active travel to reduce emissions; meets the targets for carbon dioxide reduction, in line with the London Plan, and minimises emissions from construction. Both boroughs are designated as Air Quality Management Areas.

299 The applicant's original ES and addenda detail the impact of the proposals, both during construction and operation, on existing receptors as well as proposed.

300 Construction Phase. The primary impact during construction will be dust annoyance and locally elevated concentrations of PM10; however, it is noted that these are most notably in a 100-metre vicinity of the source, due to the dispersion of particles as the distance from the source increases. The applicant's ES confirms that the impacts of the construction on air quality can be suitably mitigated, such as through dust suppression systems, and, as such, are not considered to be significant in impact.

301 Operational Phase. The road traffic generated by the development is not considered to be significant. Further, it is not considered that the development will have a negative impact upon air quality for existing residents once operational and, based on the impact on existing receptors, mitigation measures are not required to make the development acceptable for future residents. With regard to nearby sensitive ecological sites, the impacts on the nearby Beam Valley South SBIs and Ingrebourne Marshes SSSI are not significant. Whilst the impact of Thames Marshes SSSI is more than 1%, the overall impact on this habitat would not be significant and, therefore, is acceptable.

Waste

302 London Plan Policy 5.17 requires adequate provision for waste and recycling storage and collection and Policy 5.18 requires applicants to produce site waste management plans to arrange for the efficient handling of construction, excavation and demolition waste and materials.

303 Draft London Plan Policy SI7 seeks to reduce waste and increase material reuse and recycling and promotes a circular economy. The policy also sets several waste targets including a strategic target of zero biodegradable waste or recyclable waste to landfill by 2026.

304 Construction waste: The submission of a Site Waste Management Plan, as part of the Construction Environment Management Plan, will be required by a condition and will seek to encourage resource efficiency and material management during construction, directing construction waste away from landfill.

305 Operational waste: In this regard, the application proposes that the houses will be served by wheelie bins securely located within the front garden area and the apartments will be served by Eurobins securely located at ground floor level. Non-residential uses would also be provided with refuse stores. Further, the applicant's sustainability statement sets out the following key themes, which have been considered in the design:

- Homes will be provided with a wheelie bin located within the front gardens;
- Apartment blocks will be served by Eurobins, located in the ground floor level;
- The stores would be located so that residents only have to travel a short distance to access them.
- The quantum of bin storage would accord with the relevant Building Regulations standards;
- Adequate provision to be made for commercial waste (separate from residential waste).

306 The waste arrangements were discussed with each Council, prior to the Deputy Mayor's recovery of the application, and it was confirmed that the proposals were acceptable. Furthermore, a condition has been secured which will limit the occupation of the residential units in each plot until the relevant refuse storage and strategy has been made available.

Contaminated land

307 London Plan Policy 5.21 (Contaminated land) supports the remediation of contaminated sites and bringing contaminated land back in to beneficial use.

308 Barking & Dagenham Policy BR5 states that development on (or near to) land that is known to be contaminated or which may be contaminated will only be permitted where an appropriate site investigation and risk assessment has been carried out and any contamination is suitably remediated. Havering Policy DC53 echoes the requirements of Barking & Dagenham Policy BR5.

309 The applicant's ES details the results of contamination surveys and investigations as well as desk-based work. Several contamination surveys have been undertaken on the site to ascertain level of contamination or risk of harm to human health and ecology. As previously detailed, the site was previously owned by the Ford Motor Company and was last used for the 'paint, trim and assembly' plant, which was then demolished in 2003.

310 It should be noted that surcharging for phase 1, required to ready the site for development, was approved under a separate planning application, submitted directly to Havering Council and approved in October 2017 (LBH reference: P1226.17). These works are underway. Works included clearing of on-site structures, addressing phase 1 contamination, importation and positioning of crushed material on site for up to 9 months, localised piling and the installation of band drainage.

311 Construction – During construction, there are a range of potential Ground Conditions and Contaminated Land impacts. The removal of hardstanding, road construction or installation of drainage could create new contamination pathways through migration and airborne particles, as well the creation of new sources of mitigation due to, for example, storage of fuels and vehicle parking. It should be noted that the surcharging works relating to Phase 1 de-contamination works have already been undertaken, in accordance with the October 2017 planning permission (LBH reference: P1226.17).

312 The presence of contamination on the site requires further investigation for each phase to identify a suitable remediation strategy for the construction and operational phases. It is therefore recommended that planning conditions are included requiring an investigation and risk assessment, as well as a detailed remediation strategy, the implementation of the remediation and the verification of the remediation for each phase. These must be completed prior to development taking place on each phase. An additional condition, relating to unexpected contamination, is also suggested. Subject to this, and a condition requiring the approval and implementation of an appropriate Construction Environmental Management Plan, the potential contaminated land would not cause a significant risk.

313 Operational – Once the proposed development is operational, the likelihood of impacts on sensitive receptors is low as the sources of potential contamination will have been removed or mitigated; however, there could be some further contamination from car parking, due to fuel leaks. Given the quantum of car parking proposed, this is considered to be negligible. Whilst there are also risks from ground water contamination and from the proximate gas lines, these will be appropriately mitigated against through design. Once all mitigation is in place, and the scheme is operational, it is considered that it would have beneficial impacts due to the localised removal or treatment of sources of contamination.

314 Neither the Council, nor the Environment Agency raised objections to the application subject to the above conditions, which are necessary to ensure the new development poses no health risk to construction workers, future occupiers or controlled waters.

Conclusion on other environmental issues

315 The proposed development has committed to achieve high standards in air quality and dust management during construction and operation. The development would also meet local requirements on waste collection, the CEMP would ensure best practice approach to construction waste management and remediation conditions ensure that any contamination, expected or unexpected, is appropriately mitigated against. In these respects, the development is in compliance with relevant planning policies regarding air quality, waste and contaminated land.

Transport

316 At paragraph 102, the NPPF states that transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- potential impacts of development or on transport networks can be addressed;
- opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- opportunities to promote walking, cycling and public transport use are identified and pursued;
- the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- patterns of movements, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

317 London Plan Policy 6.1 applies these principles within the strategic approach for transport in London. Other relevant strategic transport policies in this case include: Providing public transport capacity and safeguarding land for transport (Policy 6.2); Assessing effects of development on transport capacity (Policy 6.3); Enhancing London's transport connectivity (Policy 6.4); Funding Crossrail and other strategically important transport infrastructure (Policy 6.5); Better streets and surface transport (Policy 6.7); Cycling (Policy 6.9); Walking (Policy 6.10); Smoothing traffic flow and tackling congestion (Policy 6.11); Road network capacity (Policy 6.12); Parking (Policy 6.13); The Mayor's priorities for planning obligations (Policy 8.2); and, Mayoral Community Infrastructure Levy (Policy 8.3).

318 The Mayor's Transport Strategy (2018) (MTS) looks to put people's health and quality of life at the very heart of planning the city's transport with an aim that by 2041, 80% of all Londoners' trips will be made on foot, by cycle or by public transport. The MTS seeks to impose high expectations on developers to deliver transport solutions that will promote sustainable mode shift, reduce road congestion, improve air quality and assist in the development of attractive, healthy and active places. It will also seek to restrict car parking provision within new developments, with those locations more accessible to public transport expected to be car free or car-lite. Provision for car parking should be minimised and designed for alternative uses in the future as car dependency decreases.

319 The aspirations of the Mayor's Transport Strategy is embedded in the policies of the draft London Plan particularly the policy approaches such as 'Healthy Streets', 'Good Growth' and the Mayoral mode share targets. Draft London Plan Policy T1 sets the Mayor's strategic target of 80

per cent of all trips to be made by foot, cycle or public transport by 2041. Draft London Plan Policy T2 seeks to ensure that development proposals deliver patterns of land use that facilitate residents making shorter, regular trips by walking or cycling. Draft London Plan Policies T3-T6 seek to enable the achievement of the Mayor's strategic target.

320 Barking & Dagenham Local Plan Policy CM4 states that land will be safeguarded for transport infrastructure and new transport infrastructure will be encouraged where they contribute to, and facilitate, the regeneration of the borough, provide alternatives to private cars, do not have significant negative environmental effects and serve development in a sustainable way that is commensurate with the land use and the densities envisaged. Local Plan Policy BR11 provides specific guidance on walking and cycling, stating that the Council will protect and improve conditions for cyclists and pedestrians, including those with mobility impairment, whilst Policy BR9 states that the London Plan standards are used for car parking provision.

321 In Havering, Local Plan Policy DC33 and Policy DC2 provide guidance on car parking, which is based on the standards set out within the London Plan, however states that all areas that are not explicitly defined are to be considered suburban and should provide 1.5 – 2 spaces per unit. With regard to walking and pedestrians, Policy DC34 states that schemes will be required to take account of the needs of pedestrians, address 'desire lines', providing safe routes and consider materials to aid in mobility, for example, tactile paving. The draft Havering Local Plan Policy 23 explicitly states that the Council will continue to lobby for, and support, the creation of a station at Beam Park and will work to deliver any key identified pieces of transport infrastructure. Draft Local Plan Policy 24 states that London Plan parking standards apply; however, also states that 1 bedroom units should provide 1 parking space, 2 bedroom units should have 1.5 parking spaces and 3 bedroom units should have 2 parking spaces. The Rainham and Beam Park Planning Framework provides similar guidance, using London Plan maximum standards as a basis; however, it should be noted, these are slightly lower than the standards set out in the draft Havering Local Plan.

322 It should be noted that Havering Council is proposing a suite of works to New Road, known as Beam Parkway, turning it into a single carriage way road, with planting and cycle lanes. This is subject to separate works and planning applications.

Public transport accessibility

323 The Public Transport Accessibility Level (PTAL) for the site has been identified as ranging from 1b or 2, with some more remote parts of the site achieving a PTAL score of 0, on a scale of 1-6, where 6 is the highest. The range of scores is representative of the size of the site, with current limited permeability. There are frequent and well-connected bus services which run along New Road A1306 which bounds the northern edge of the site and the site is situated between Dagenham Dock and Rainham stations with services to Fenchurch Street via Barking and West Ham which provide interchange with the London Underground network. Furthermore, the introduction of services at the new Beam Park station, which forms part of this application which raise the PTAL around the station to 3 and 2 in areas further away.

Train station

324 Due to the above, and the proposed development of the site, it is necessary to improve the site's accessibility by public transport, to encourage modal shifts towards sustainable transport and to avoid congestion and traffic impacts in order to accommodate the full proposals. As a result of this, until the proposed Beam Park Station has been constructed and is operational for passengers, the occupation of residential units would be limited to Phases, 1, 2 and 3. Modelling has shown that the existing transport network could accommodate the occupation of all units within Phase 1,

2 and 3; however, occupation beyond this would have an unacceptable impact on existing transport constraints. As such, a Grampian condition has been secured that restricts occupation accordingly.

325 Whilst the station itself will be delivered by Network Rail and the trains operated by C2C, GLA Land and Property are leading the discussions regarding the station and are also funding its development. In this context, the Grampian condition, which limits occupation, is considered acceptable.

Trip generation

326 The trip generation methodology used for assessing the site was discussed in detail with the applicant at the pre-application stage and, for the most part, the proposed approach was agreed at that stage.

327 The applicant provided a robust trip generation assessment as part of the original application. Based on this trip generation assessment, highway capacity modelling was undertaken by the applicant. Following the submission of revisions in August 2018, the modelling has been reviewed by TfL and it is considered that the amended proposals would not generate such a significant number of additional trips to warrant further modelling, especially as the parking ratio for Phase 1 is also reduced.

328 Notwithstanding this, and as agreed prior to the Deputy Mayor recovering the application, a contribution of £2.7 million to mitigate the impact of the proposed development upon public transport and facilitate improvements to the bus network has been secured. In addition, a contribution towards Beam Parkway improvements has also be secured.

Site access and layout

329 There are five vehicular accesses proposed into the site, four from New Road and one from Kent Avenue, on the west of the site. It is important that further consideration is given into the design of these entrances in order to integrate pedestrian and cyclists' needs. Junctions are where actual and perceived risk cycle safety are highest, and usually represent the most uncomfortable parts of cycle journeys. The design of these junctions should, therefore, focus on key considerations for cyclists such as facilitating all cycle turning movements (including right turns), addressing left- and right hook collision risks from vehicles and designing for all types of cycles, including long and wider models. Full details of all highway works are secured within the s106 and the design of the junctions will be undertaken and progressed as part of the related s278 agreements.

Walking and cycling

330 A number of pedestrian routes have been safeguarded to enable future connections with adjacent sites at 90 New Road, to the east, and the former Ford Stamping Plant, to the west, which is supported in line with London Plan Policy 6.7 and draft London Plan T3.

331 A crucial part of the infrastructure that the site is the east-west cycle connection, in line with the Rainham and Beam Park Framework and a high-quality pedestrian and walking link from New Road to the new Beam Park station. The detailed design of this space will be secured through the landscaping condition and through future reserved matters applications, where key consideration must be given to developing cycle links across the river.

332 Following Havering Council's CPO acquisition of the scrapyards site, which lies to the east of the site, there will be a two-way cycle track of 3 metres in width connecting Beam Park station with

New Road. Until that time, however, the applicant proposes a shared space path of 5.2 metres width connecting New Road and Beam Park station. The approach is acceptable.

333 Furthermore, land beneath the flyover, to the south west of the station square will be safeguarded for a period of 4 years to enable the provision of vertical access to Marsh Way, which would improve journey times and routes for pedestrians moving to and from the station from the area south of the railway line.

Buses

334 Extensive discussions with the applicant, Barking and Dagenham and Havering have been held regarding the appropriate method for serving the site and the railway station. There is the potential to create a bus loop from New Road, into the site down Station Approach Road, which will reduce journey times for pedestrians to the station and enhance connectivity of the railway station. Under this potential proposal, buses servicing the existing bus on New Road will turn into the bus loop to pick up passengers. Buses would also be able to temporarily wait within the loop, which would reduce congestion on New Road.

335 The bus loop requires land from outside of the applicant's ownership, including the scrapyards and from the owner of the adjacent site at 90 New Road. Dialogue between all parties must continue after the determination of this planning application to ensure that the loop is delivered and is a well-designed interface.

336 The final design of the bus loop will be agreed with Havering Council, in consultation with Transport for London and the adjacent land owners, and is secured by condition.

337 In addition, a contribution towards improving the bus capacity has been secured within the S106 agreement.

Car parking

338 In Phase 1, it is proposed to provide 260 car parking spaces, including 41 visitor spaces and 1 station staff space. Further, as previously noted, 10% will be accessible. Since the Deputy Mayor recovered the application, the car parking ratio for phase 1 has reduced from 0.37 to 0.34, which supported, in line with the principles of the draft London Plan.

339 For Phases 2 to 8 of the development, it is proposed to provide 1,314 car parking spaces, including 98 for visitors, which is a ratio of 0.56 spaces per unit; this is generally in line with the draft London Plan and is acceptable. Furthermore, there is no car parking provided for the non-residential element of the scheme, which is welcomed.

340 A Car Parking Management Plan (CPMP) was produced as part of the original application, which sets out how car parking on site will be monitored and enforced and how Blue Badge parking and residential car parking on site will be allocated. It also discusses the introduction, operation and management of a new Controlled Parking Zone for the site itself and the area north of New Road. The plan and the commitment to preclude residents of the new development from applying for parking permits, is secured within the s106 agreement.

341 It is proposed to provide electric vehicle charging points (EVCPs) for the detailed element of the development, in accordance with the standards set out in London Plan policy 6.13, as well as a commitment to provide 20% of all residential spaces with active EVCPs and a further 20% with passive provision, and this should be secured by condition.

342 In order to prevent future residents parking on the existing residential streets or outside of designated areas within the site itself and encourage sustainable transport, a contribution of £116,896 towards the introduction of a new Controlled Parking Zone north of New Road and within the site is secured within s106 agreement.

343 The RBPPF seeks to provide car parking in line with the London Plan standards, but explicitly notes that a lower car parking provision is to be expected within the Beam Park centre in order to accommodate the higher densities needed to support the vitality of the centre. Where there is less than one space per unit, Havering Local Plan Policy DC2 requires that restrictions are placed on occupiers of flatted development so that they are restricted from obtaining parking permits for surrounding streets. This has been secured within the s106 and it is, therefore, considered that the scheme complies with the relevant local policies.

344 It is acknowledged that the parking provision is less than the level set out in the draft Havering Local Plan; however, once the station is operational, the scheme's accessibility, particularly within Phase 1, will be improved. Further, the proposed car parking provision accords with the ambitions of the Mayor, Havering Council and Barking & Dagenham Council of reducing reliance on private vehicles and supporting sustainable modes of transport.

Cycle parking

345 Within Phase 1, it is proposed to provide 988 cycle parking spaces for flats, 196 visitor cycle parking spaces and a minimum of 64 cycle parking spaces within homes. The proposals accord with the minimum standards set out in the London Plan; however, they fall short of the draft London Plan. The final location and number of cycle parking spaces will be secured by condition, with the expectation that the draft London Plan standards should be met.

346 Beam Park Station will provide 100 cycle parking spaces, within 50 Sheffield stands, which will be accessed via the station area. These spaces will be covered and monitored by CCTV, in order to enhance real and perceived safety.

347 The cycle parking provision across phases 2-8, will be identified within Reserved Matters applications and areas for cycle parking have been allocated across all blocks within outline phases. In each RMA application, cycle parking will be expected to comply with the standards set out in the draft London Plan.

348 The overall level of cycle parking proposed is acceptable and would exceed the minimum standards set by London Plan Policy 6.13 and Table 6.3 meeting the minimum standards set by draft London Plan Policy T5 and Table 10.2. The details of the cycle parking provision for the detailed phase will be secured by condition and cycle parking provision must be detailed in any subsequent Reserved Matters Application.

Delivery and Servicing, Construction Logistics and Travel Plan

349 The Delivery and Servicing Plan (DSP) submitted with the application provides details on delivery and servicing locations as well as the concierge facilities to avoid re-timed or re-deliveries. A Detailed DSP must also be secured by condition for Phase 1 and should be provided for each subsequent Reserved Matters Application.

350 The submitted Construction Logistics Plan (CLP) details the proposed access locations into the site for construction vehicles, holding areas within the site, and plans and diagrams showing the expected routes construction vehicles will use. An estimation of the vehicle trip generation during construction has been provided which clearly sets out the expected hourly vehicle movements. However, in order to address the detail of the construction programme and logistics, a detailed CLP

for Phase 1 will be secured by condition. Further, a Construction Logistics Plans should be provided as part of each Reserved Matters Application.

351 The applicant's Residential and Framework Travel Plan aims to promote sustainable travel to and from the site, and that the travel plans have been reviewed using the TfL ATTrBuTE assessment tool. The Travel Plan includes interim modal shift target, which is supported in line with TfL guidance. The final modal shift targets will be set once initial site surveys have been undertaken and should be ambitious targets, in line with the Mayor's Transport Strategy. The Travel Plan and all agreed measures therein is secured, enforced, monitored and reviewed as part of the s106 agreement.

Conclusion on transport

352 The proposals for a residential-led mixed-use scheme in a location that will benefit from a new railway station, enhancing its accessibility, accords with the London Plan policy of encouraging such development in locations that give rise to patterns of development that minimise the need to travel, particularly by car. The proposed car parking on site complies with the standards set out in the London Plan and draft London Plan, noting that Phase 1 has a slightly lower parking ratio, which is in line with the principle of reducing reliance on private cars.

353 Subject to a suitable framework of controls and mitigation as identified above being secured through the S106 agreement and use of appropriate planning conditions, the transport impacts of this development are in accordance with strategic and local transport policies in the London Plan, draft London Plan, Barking & Dagenham Local Plan and Havering Local Plan.

Mitigating the impact of development through planning obligations

354 At paragraph 54, the revised NPPF states that "Local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition."

355 At the regional level, London Plan Policy 8.2 sets out the Mayor's priorities for planning obligations, and states "Affordable housing; supporting the funding of Crossrail where this is appropriate (see Policy 6.5); and other public transport improvements should be given the highest importance". Draft London Plan Policy DF1 recognises that the most critical areas for investment, required to achieve the step change in housing delivery that London needs, are increased investment in transport infrastructure and fundamental changes to the housing market.

356 At a local level, Barking & Dagenham Policy CC3 states that developer contributions will be used to provide, inter alia, the following: affordable housing; sustainable transport or infrastructure; improved conditions and facilities for walking and cycling; flood defences and mitigation measures; highway improvements; employment, skills and training initiatives and premises; public open space; health care facilities; and cultural activities. Havering Council provides guidance on obligations at Policy DC72, stating that to ensure that development accords with the principles of sustainable development various contributions may be sought, including the following: affordable housing; training programmes; town centre improvements; educational facilities; community facilities; transport improvements; environmental management improvements and design. Draft Havering Local Plan Policy reiterates this policy throughout, replacing a single obligations policy with the recognition that, as noted in paragraph 14.0.18, various policies contain requirements for developers to make contributions, including for affordable housing.

Pursuant to the consideration within the previous sections of this report, and in line with the policy context set out above, GLA officers propose to secure a number of planning obligations required to appropriately mitigate the impact of this development. Where appropriate, GLA officers have provided an additional commentary below to support the consideration within this report and to inform the detailed drafting of a section 106 legal agreement.

Affordable housing

357 As discussed in the housing section of this report, 1,513 affordable units would be secured, comprising 1,199 intermediate units, at London Shared Ownership and London Living Rent, and 341 affordable rent units.

358 Details of affordable housing definitions, fit out, transfer/lease to a Registered Provider, the income thresholds for the intermediate accommodation, rent levels for the affordable rented units and the retention of the affordable units at the proposed rent levels, would be set out in the section 106 agreement. All affordable rent units would be secured at London Affordable Rent (LAR), which is set out in table 4 in the housing section. With regard to the Intermediate tenure, all London Living Rent units will be let at the appropriate ward rent and the first priority of the shared ownership properties would be offered to eligible purchasers on household incomes of significantly less than £90k.

359 GLA officers propose an early review mechanism, which would be triggered if the development has not been substantially implemented within two years of the date of consent. The review would establish whether, in the light of increasing viability, additional affordable housing can be accommodated on-site or, if necessary, as a payment in lieu to the Councils. Any payment or additional affordable housing will be apportioned between the boroughs based upon the number of units proposed within each borough. Any review must be submitted to the GLA for robust review and verification.

Education

360 The provision of two primary schools has also been secured within the S106 agreement, which will ensure that the development suitably mitigates its impact on local primary school places. With regard to secondary school mitigation, contributions to secondary education in Havering has been secured, whilst secondary schools are listed on Barking & Dagenham's CIL 123 list; as such, an equivalent contribution has not been secured.

Open space

361 As noted above, financial contributions have been secured towards the Linear Park, which is also to be known as Beam Parkway, towards sports facilities at Parsloes Park in Barking & Dagenham and towards sports facilities within Havering. These contributions ensure that the provision of open space and sporting facilities in both boroughs can suitably absorb the residents from the proposed development.

Community building

362 A multi-faith centre, of a minimum of 800 sq.m and a maximum of 1,200 sq.m has been secured and will be strictly used as a not-for-profit. The details of the fit out and lease transfer are contained within the s106.

Medical centre

363 A medical centre of a minimum of 1,500 sq.m within phase 1 will also be secured as part of the proposals. Details regarding fit out and transfer of lease to the Clinical Commissioning Group are set out in the s106 agreement. If the medical centre is not provided, a financial contribution to mitigate against the impact of the development would be triggered and payable to Havering Council.

Employment and training

364 The promotion of local labour during construction would be promoted through securing the submission of an Employment, Skills and Suppliers Plan, which will maximise opportunities for local businesses to gain contracts at the site, including the provision of up to 40 apprenticeship places.

365 In addition, a financial contribution of £500,000 towards the creation of the Beam Park Community Fund, which is to be used to support community projects and schemes in both boroughs, including measures to enhance employment and training opportunities

Transport

366 The following transport mitigation and improvement measures would be secured:

- a) Travel Plans and monitoring;
- b) Bus stop loop provision, including payment of £200,000 should the proposed works not be completed;
- c) Contribution of £2,700,000 towards improving bus capacity;
- d) Car Club provision, including payments of £12,500 to Havering and £37,500 to Barking & Dagenham;
- e) £116,896 towards the consultation on, and implementation of, a CPZ;
- f) Safeguarding of land for Marsh Way Vertical Access;
- g) Section 278 works.

Monitoring, air quality and carbon offset

367 In order to mitigate against adverse air quality, a contribution of £20,000 to Havering Council has been secured to be spent on the installation of an air quality monitoring station.

368 Carbon offset contributions have been secured, which are assessed and paid in instalments at the end of each phase in order to offset CO2 emissions of each phase.

Design quality

369 In order to ensure the quality of the masterplan envisaged by the original scheme architects is realised, all Reserved Matters Applications must be presented to the respective boroughs Design Review Panel or to the Mayor's Design Advisory Panel.

Legal considerations

370 Under the arrangements set out in Article 7 of the Order and the powers conferred by Section 2A of the Town and Country Planning Act 1990 the Deputy Mayor, acting under delegated authority, is the Local Planning Authority (LPA) for the purposes of determining this planning application (LPA refs: 17/01307/OUT and P1242.17).

371 Section 35 of the Greater London Authority Act 2007 inserts section 2F into the Town and Country Planning Act 1990 a requirement that for applications the Mayor takes over, the Deputy Mayor must give the applicants and the LPA the opportunity to make oral representations at a hearing. He is also required to publish a document setting out:

- who else may make oral representations;
- the procedures to be followed at the hearing; and,
- arrangements for identifying information, which must be agreed by persons making representations.

372 The details of the above are set out in the Mayor's Procedure for Representation Hearings which reflects, as far as is practicable, current best practice for speaking at planning committee amongst borough councils.

373 In carrying out his duties in relation to the determination of this application, the Mayor must have regard to a number of statutory provisions. Listed below are some of the most important provisions for this application.

374 Section 70(2) of the Town and Country Planning Act 1990 (as amended) provides that in dealing with such an application the authority shall have regard to:

- a) The provisions of the development plan, so far as material to the application;
- b) Any local finance considerations, so far as material to the application; and
- c) Any other material consideration.

375 Section 70(4) defines "local finance consideration" as:

- a) A grant or other financial assistance that has been, or will or could be, provided to a relevant authority by a Minister of the Crown; or
- b) Sums that a relevant authority has received, or will or could receive, in payment of Community Infrastructure Levy.

376 In this context "grants" might include the Government's "New Homes Bonus" - a grant paid by Central Government to local councils for increasing the number of homes and their use.

377 These issues are material planning considerations when determining planning applications or planning appeals.

378 Furthermore in determining any planning application and connected application, the Mayor is required by section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine the application in accordance with the Development Plan (i.e. the London Plan and the adopted Local Plan) unless material considerations indicate otherwise.

379 Other guidance, which has been formally adopted by Barking & Dagenham Council, Havering Council and the GLA (e.g. Supplementary Planning Documents and Supplementary

Planning Guidance), will also be material considerations of some weight (where relevant). Those that are relevant to this application are detailed in this Representation Hearing report.

380 Officers are satisfied that the current report to the Deputy Mayor has had regard to the relevant provision of the Development Plan. The proposed section 106 package has been set out and complies with the relevant statutory tests, adequately mitigates the impact of the development and provides necessary infrastructure improvements.

381 As regards Community Infrastructure Levy (CIL) considerations, a Mayoral CIL payment will be required.

382 In accordance with his statutory duty in section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 the Deputy Mayor shall have special regard to the desirability of preserving Listed Buildings, their settings and any features of special architectural or historic interest which they possess. The Deputy Mayor is also required to give special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas which may be affected by the proposed development (section 72 of the of the Planning [Listed Buildings and Conservation Areas] Act 1990).

383 Where the Deputy Mayor takes over an application, he becomes responsible for the section 106 legal agreement, although he is required to consult the relevant borough(s). In this instance, there have been a series of lawyer-led meetings to discuss the section 106 content, and it has progressed on a number of key issues, whilst others remain outstanding at this point in time. Both the Deputy Mayor and the borough are given powers to enforce planning obligations.

384 When determining these planning applications, the Deputy Mayor is under a duty to take account of the provisions of the Human Rights Act 1998 as they relate to the development proposal and the conflicting interests of the applicants and any third party affected by, or opposing, the application, in reaching his decision. Planning decisions on the use of land can only be taken in line with the Town and Country Planning Acts and decided in accordance with the development plan unless material considerations indicate otherwise.

385 The key Articles to be aware of include the following:

- (a) Article 6 - Right to a fair trial: In the determination of his civil rights and obligations... everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.
- (b) Article 8 - Right to respect for private and family life: Everyone has the right to respect for his private and family life, his home and his correspondence.
- (c) Article 1 of the First Protocol - Protection of property: Every person is entitled to the peaceful enjoyment of his possessions.

386 It should be noted, however, that most Convention rights are not absolute and set out circumstances when an interference with a person's rights is permitted i.e. necessary to do so to give effect to the Town and Country Planning Acts and in the interests of such matters as public safety, national economic well-being and protection of health, amenity of the community etc. In this case this Representation Hearing report sets out how this application accords with the Development Plan.

387 Regulation 122 of the Community Infrastructure Levy Regulations 2010 states that a section 106 planning obligation may only constitute a reason for granting planning permission for the development if the obligation is necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. These are now statutory tests.

388 The Equality Act 2010 provides that in exercising its functions (which includes the functions exercised by the Mayor as Local Planning Authority), that the Deputy Mayor as a public authority shall amongst other duties have due regard to the need to a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Act; b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

389 The protected characteristics set out in the Equality Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Equality Act acknowledges that compliance with the duties set out may involve treating some persons more favourably than others, but that this does not permit conduct that would otherwise be prohibited under the Act.

390 Officers are satisfied that the application material and officers' assessment has taken into account the equality and human rights issues referred to above. Particular matters of consideration have included provision of accessible housing and parking bays, the provision of affordable and family housing and the protection of neighbouring residential amenity.

Conclusion

391 As detailed above Section 38(6) of the Planning and Compensation Act 2004 requires the decision to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

392 When assessing the planning application the Deputy Mayor is required to give full consideration to the provisions of the Development Plan and all other material considerations. He is also required to consider the likely significant environmental effects of the development and be satisfied that the importance of the predicted effects and the scope for reducing them, are perfectly understood.

393 When considering the proposals, GLA officers have had special regard to the desirability of preserving the setting of listed buildings in the vicinity of the proposed development and they have given special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.

394 In preparing this report, officers have taken into account the likely environmental impacts and effects of the development and identified appropriate mitigation action to be taken to reduce any adverse effects. In particular, careful consideration has been given to the proposed conditions and planning obligations which would have the effect of mitigating the impact of the development.

395 This report has considered the material planning issues associated with the proposed development in conjunction with all relevant national, regional and local planning policy, and has found that the proposed development is acceptable in terms of land use principles (including housing, employment, health, education, open space and ancillary community and retail uses); housing (including affordable housing, housing tenure, mix, density and housing quality) urban design (including layout, landscaping and masterplanning, height and massing, architectural quality and appearance, heritage, fire safety and designing out crime); inclusive design; neighbouring amenity impacts (including privacy/overlooking; noise/disturbance); natural environment; sustainability (including climate change mitigation and adaptation, including sustainable drainage); other environmental considerations (including air quality, contaminated land and waste management), transport, including the provision of Beam Park station, and; mitigating the impact of development through planning obligations and conditions.

396 Taking the development plan as a whole, it is considered that the proposals accord with the development plan and it is not considered that there are any material considerations indicating that the proposal should be refused, notwithstanding its overall compliance with the development plan. Accordingly, the recommendations set out at the beginning of this report are proposed.

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