Barking and Dagenham Council  
Planning Committee 

Date: 24 April 2019

Application No.: 19/00199/FUL  
Ward: Eastbrook

Reason for Referral to Planning Committee as set out in Part 2, Chapter 9 of the Council Constitution:  
The proposed development is considered to be of a scale and importance that should be determined at Planning Committee.

Site Address: Unit A, Baytree Way, Dagenham, RM10 7FS

Proposed Development: Temporary (April 2019 to May 2022) change of use of warehouse to leisure (Use Class D2) to provide a series of special event film screenings together with associated theatrical and musical entertainment and the use of the external area of the application site for ancillary purposes and for car parking for staff and disabled patrons.

Applicant: Mr Alexander

RECOMMENDATION

That the Planning Committee grants planning permission subject to:

1. The conditions set out in full at section 10 of this report and summarised below (with any amendments that might be necessary up to the issue of the decision, including any other conditions).

Summary of Conditions

2. In accordance with approved drawings.
4. Restriction on hours of evening events and associated entertainment.
5. Restriction on hours for handling of bottles and refuse.
6. Restriction on hours for delivery/collection of goods.
10. Noise from plant.
11. External lighting to be designed in accordance with Secured by Design publication.
12. Hours of demolition and construction work.
14. Control of dust during construction.
15. Implementation of car parking areas.
SUMMARY

Application Site

The proposal relates to an existing warehouse building (Use Class B8) located within the former Sanofi Aventis manufacturing plant on the eastern side of Rainham Road South, Dagenham.

Proposed Development

- Temporary change of use of existing warehouse building to Use Class D2 (leisure) for the period April 2019 to May 2022 to provide a series of special event film screenings together with associated theatrical and musical entertainment.
- Use of the external area of the application site for ancillary purposes.
- Car parking for staff and disabled patrons (22 spaces including 3 accessible spaces).
- The principle of the change of use has been assessed by Officers to be acceptable as a leisure use is identified in the Council’s Local Plan as being an appropriate use for this key regeneration area.

Operation of Proposed Use

- 2 or 3 sets of shows (each show lasting between 14-20 weeks) a year.
- Maximum venue capacity - 1,499 audience members.
- 40 full time and 225 part time employees.
- All entertainment, performances and film screenings to be contained wholly within the warehouse building.
- Venue location is not disclosed to ticket buying audience in the lead up to the live event/show dates.
- Building to be used during the daytime for community purposes (i.e. to provide training, development and employment in the creative industries).
- Proposed hours of operation: Monday-Saturday: 09:00 to 16:00 (for community and cultural events); Wednesday-Saturday: 17:00 to 23:30 (for shows); Sunday: 16:00 to 22:00 (for shows).
- The key issues for consideration are the audience capacity, the impact on Dagenham East Station and the management of arrivals and departures of audience members. Officers have assessed these matters in consultation with London Underground Ltd and Transport for London.
- It is considered that the audience capacity would be acceptable as the arrival and departures of audience members would be appropriately managed through a staggered arrangement and as such there would be no material impact on the ability of Dagenham East station to accommodate this capacity.

Transport Matters

- Public Transport Accessibility Level (PTAL) of site – 2 to 3 (low to moderate).
- The key issue for consideration is the impact on the local highway network, particularly in respect of departures.
- Approximately 20% of the audience would leave by taxi resulting in the potential for approximately 80 taxis on the site at the end of a show.
A dedicated taxi area for guests would be provided within the site which would be marshalled and managed by stewards with a queuing system in place. Accordingly, Officers consider that there would be no material impact on the local highway network.

Impact on Neighbouring Amenities

- The greatest impact of the proposal is likely to be on the residential accommodation of The Pipe Major Public House and on the Travelodge Hotel (under construction) which are located on the wider Sanofi site.
- No objections have been received from any neighbouring occupiers.
- The Council’s Environmental Health Officer considers that any impact on neighbouring occupiers can be mitigated against through the imposition of appropriately worded conditions to protect neighbouring amenities.

<table>
<thead>
<tr>
<th>Contact Officer:</th>
<th>Title:</th>
<th>Contact Details:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nelupa Malik</td>
<td>Principal Development Management Officer</td>
<td>Tel: 020 8227 3888 E-mail: <a href="mailto:nelupa.malik@befirst.london">nelupa.malik@befirst.london</a></td>
</tr>
</tbody>
</table>

1.0 SITE AND SURROUNDINGS

1.1 The application site measures 48,997m2 in area and comprises a vacant warehouse unit within the former Sanofi Aventis manufacturing plant (formerly known as May & Baker) located on the eastern side of Rainham Road South, Dagenham. Within the wider site, the warehouse is located directly south-east of the mini roundabout that forms the top of the internal spine road that runs through the site known as Yewtree Avenue.

1.2 The wider site is directly bound by the London Underground District Line and the C2C line, which forms the southern boundary to the site and Rainham Road South which forms the western boundary. The northern boundary has two distinct elements with the north-west of the site bound by residential dwellings along Winstead Gardens and Gay Gardens, whilst the remainder of the northern boundary abuts the May & Baker Sports Club and associated 597 space car park (accessed from Dagenham Road) and grounds/playing fields and Eastbrookend Country Park which are designated as green belt land. The May & Baker Sports Club is separated from the wider Sanofi site by a footpath commonly known as Fox Lane. Eastbrookend Country Park is also identified as a Site of Importance for Nature Conservation (SINC) and a Site of Metropolitan Importance. The eastern boundary of the site is formed by the Chase Local Nature Reserve and to the south of the site beyond the railway lines lies the Beam Valley Country Park which are also Sites of Importance for Nature Conservation and form part of the green belt.

1.3 Within the wider site, there is a public house and restaurant, The Pipe Major, fronting Rainham Road South. The northern part of the site forms the East London University Technical College (Elutec) and the Londoneast UK Business and Technical Park. Between The Pipe Major and the Elutec is the site of the Travelodge and Costa Drive Thru, both which are currently
under construction. The southern part of the site comprises two warehouse buildings one of which is the subject of this planning application.

1.4 The wider site benefits from outline planning permission for the redevelopment of the site comprising the erection of up to 30,000m² of buildings (Use Classes B1(C), B2, B8, D1), retention and re-use of 41,637m² of buildings (Use Classes B1, B2, B8, D1) (these buildings form the Londoneast UK Business and Technical Park) including up to 3,500m² for a healthcare building (Use Class D1), erection of a 9,816m² training centre (Use Class D1), 9,246m² supermarket including petrol filling station, 80 bed hotel and restaurant (Use Class C1) and 2 floodlit synthetic turf football pitches with associated landscaping and parking.

1.5 Planning permission has also been granted for the erection of two data centre buildings (Use Class B8), with ancillary plant, offices, gatehouse, electrical sub-station, car parking and other associated works at the far eastern end of the wider site.

2.0 THE PROPOSAL

2.1 This application seeks a temporary change of use of the warehouse to leisure (Use Class D2) to provide a series of special event film screenings together with associated theatrical and musical entertainment and the use of the external area of the application site for ancillary purposes and for car parking for staff and disabled patrons. The temporary use is sought for a three-year period commencing in April 2019 to May 2022.

2.2 The organisers of the events are The Secret Group Ltd (The Secret Group) and these events can best be described as an immersive cinema experience. The Secret Group’s model is that they provide, within their chosen venue or event space/building, a range of activities including immersive interactive entertainment, theatrical and musical performances, film screenings and music events. A key aspect of these events is that at no point in the pre-marketing of any shows will the venue location be revealed to the ticket buying audience. The objective is that the venue remains a ‘secret’ at all times in the lead up to the live event/show dates.

2.3 Within the site, all entertainment, performances and film screenings will be contained wholly within the warehouse building. Within the building there will be areas dedicated to house the audience, space for bars, toilets, circulation space, storage and backstage facilities. The outside area will be used for ancillary purposes providing access to the building and incorporating themed props and ancillary equipment. The audience capacity for this venue will be 1,499 people.

2.4 It is intended that each year two or three sets of shows will be provided with each series of shows lasting between 14-20 weeks. In the first year the first series of shows will commence in June 2019 and cease in September 2019. Each of the events will have a unique concept, layout and audience experience meaning therefore that the overall space will be redesigned from one event to the next.
2.5 The operational timings for the venue and first show will be as follows:

- Monday-Saturday: 09:00 to 16:00 (for community and cultural events);
- Wednesday-Saturday: 17:00 to 23:30 (for shows);
- Sunday: 16:00 to 22:00 (for shows).

2.6 In addition to the above, outside of the evening productions and entertainment it is intended that the site is also used as a cultural ‘hub’ for training, development and employment in the creative industries.

3.0 RELEVANT HISTORY

3.1 The wider site has various planning history with the most notable recent being the following:

Planning permission 11/01044/FUL granted in March 2013 for the development described in paragraph 1.4 above. This application has subsequently been amended by planning permission 15/00951/OUT which was granted in May 2016.

Planning permission 16/00809/REM granted in October 2016 for application for approval of reserved matters following outline approval (15/00951/OUT): Details of appearance, layout, scale, landscaping and means of access for the erection of six buildings forming Units A, B, C (Use Class B8 Storage and Distribution), D1, D2 (Use Class B1c/B2 Light Industry/General Industry), D3 (Use Class B8 Storage and Distribution) and associated works. Members are advised that it is Unit A which is the subject of this planning application.

Planning permission 18/00161/FUL was granted in September 2018 for the erection of two data centre buildings (Use Class B8), with ancillary plant, offices, gatehouse, electrical sub-stations, fuel storage, car parking, site fencing, landscaping and other associated works.

4.0 CONSULTATIONS

**Publicity**

| Site Notice | Yes – 11 February 2019 |
| Press Notice | N/A |

**Neighbouring Properties**

| Date of consultation | 11 February 2019 |
| Total letters sent | 329 |
| Total responses received | 0 |
| Number of objections | 0 |
| Number in support | 0 |
| Number of other representations (neither objecting or supporting) | 0 |
**External and Internal Consultation**

A summary of responses received from external and internal consultees is set out below:

<table>
<thead>
<tr>
<th>Consultee response</th>
<th>Officer response</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Transport Development Management</strong></td>
<td>London Underground have no objections to the proposal. Comments have been received from Transport for London and these are outlined below.</td>
</tr>
<tr>
<td>There are no apparent adverse highway safety implications. We would, however, recommend that confirmation is sought from London Underground that they are satisfied regarding the proposed arrangements to safely manage the anticipated increase in the number of passengers that will arrive and depart via Dagenham East Station to attend future events at this location.</td>
<td></td>
</tr>
<tr>
<td><strong>Environmental Health</strong></td>
<td>Suggested conditions have been imposed in respect of hours of use/servicing (conditions 4, 5 and 6), noise (conditions 8, 9 and 10), lighting (condition 11), demolition and construction work (conditions 12 and 13) and dust (condition 14).</td>
</tr>
<tr>
<td><strong>Entertainment noise</strong></td>
<td></td>
</tr>
<tr>
<td>I am concerned to safeguard the aural amenity of homes in the vicinity, including the residential element of The Pipe Major Public House and the accommodation at the Travelodge building to the west of the application site.</td>
<td></td>
</tr>
<tr>
<td>To secure these objectives, my view is that for the permanent residential accommodation, and in line with the criteria applied to The Pipe Major and the Costa Coffee developments, noise emissions from the use of the venue should be no more than barely audible outside those homes.</td>
<td></td>
</tr>
<tr>
<td>Assuming that the Travelodge hotel rooms will be air-conditioned and allowing for the transient nature of the occupation of those rooms, I think it is reasonable to adopt a noise limit criterion which assumes that windows are kept closed. On this basis and allowing for an outside to inside noise reduction of roughly 25 dB(A) implies an external entertainment noise limit criterion of 55</td>
<td></td>
</tr>
</tbody>
</table>
LAeq dB.

I am satisfied that it will be possible to operate the venue in the manner intended whilst satisfying the above noise criteria and so do not wish to object to the application but recommend that any permission that might be granted be subject to noise limit conditions.

**Noise from fixed and mobile plant**

The application identifies that ancillary plant may include electrical generation units and air-conditioning equipment.

I would infer that mobile lighting towers may also be required. To safeguard the situation regarding noise emissions from this equipment I recommend that any permission that might be granted be subject to a noise limit condition.

**Possible light pollution**

The proposed development will require external lighting to facilitate safe access, egress and movement within the site. To safeguard the situation regarding the protection of residential amenity I recommend a condition to require the design and implementation of a lighting scheme which conforms to the Association of Chief Police Officers (ACPO) guidance.

**Construction phase impacts**

Whilst most construction phase activities will be related to the fit out of the building there is some potential for detriment from construction phase activities, for example when outside soft cover areas are being surfaced, and so I recommend conditions limiting the hours of demolition / construction work and requiring the mitigation of dust and emissions.

**Land contamination**

To address the remediation requirements the applicant has confirmed that:
The Secret Group site will be cordoned off from the former retail footprint area, so it cannot be accessed by the general public or staff, and the strip along the eastern boundary of the former retail footprint area, as denoted in Drawing No. 1396/103 as the “Potential Remediation Area”, will either be cordoned off so it cannot be accessed by the general public or staff, or provided with a protective construction cap.

I do not think it will be necessary to impose conditions requiring the submission, approval and implementation of a detailed scheme of mitigation measures in respect of land contamination.

In summary, I do not wish to object to the application but recommend that any permission that might be granted be subject to conditions.

**Transport for London (TfL)**

TfL supports no car parking for the proposed development.

Cycle parking is proposed at levels consistent with the expectations of the London Plan. However, clarification should be provided as to the number of staff working on the site and the floor area of the proposed special event film screenings. The below details should also be secured by condition:

1 long-stay cycle space per 8 staff and 1 short-stay cycle space per 30 seats or 1 short-stay cycle space per 100sqm – whichever is greater.

Notwithstanding the potential impact on AM and PM peak periods for a daytime event, TfL’s main concern would be on the egress period in the late evening and the impact on capacity and operation of Dagenham East Station and also local bus services.

TfL requests a travel contingency plan is

| The applicant has submitted a construction management plan (titled Transport Plan – Building, Servicing & Dismantle) with the planning application. Construction vehicle deliveries will take place between the hours of Monday to Friday 08:00 – 18:00 and Saturday 08:00 – 13:00 with no construction related deliveries on a Sunday or on a Bank Holiday. A Travel Plan has been submitted with the planning application however given the nature of the development it is not expected that the use would encourage reliance on travel by car users and therefore Officers do not consider it necessary to impose such a condition. A draft travel contingency plan has been produced and |
produced if District line services are suspended and/or Dagenham East is closed during an event.

To support the principle of the development and the evening economy, we would support a limit of a proportional amount of days for 1,500 capacity events and finish times. However, this is secured through planning or licensing, with the proportion to be discussed and agreed with the applicant and LB Barking and Dagenham. It is not expected that lower capacity conferences or events during the daytime would have a significant impact on the capacity and safety of the public transport network to require any similar proportional restriction.

TfL would not support a large amount of late evening 1,500 capacity events which would add to a “hard finish” of departures from the site and consequent impact on Dagenham East Station, access queuing and platform clearance times, and the bus stops and network, which could potentially affect the popularity of this venue.

An Event Management Plan will need to be secured by condition prior to occupation and this would need to be developed and discharged in consultation with TfL and refer to co-operation with other Barking and Dagenham venues, and provide notification to Transport for London of an expected calendar of events, to ensure that the capacity and safety of the transport network is not affected.

TfL support the applicant’s inclusion of a full Travel Plan (with regular reviews) which should be secured by condition.

Construction vehicles serving the site should only make trips outside of the morning and peak hours, full details of which should be submitted as part of a Construction Logistics Plan (CLP), which should be secured by condition. A full submitted to TfL.

There will be no daytime entertainment events that would require the building to be occupied at capacity.

The arrangement for the departure of audience members are discussed in detail later in this report. Departures will effectively be staggered and managed and therefore there will be no ‘hard finish’ of departures.

An Event Management Plan for each event will be secured under condition number 3.

Cycle parking is discussed within the main body of this report under paragraphs 7.2.16 and 7.2.17.
<table>
<thead>
<tr>
<th>Deliveries and servicing plan should be secured by condition.</th>
<th>London Underground Ltd</th>
<th>None required.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>London Underground Ltd</strong>&lt;br&gt;None objections to the proposal.</td>
<td><strong>Designing Out Crime Officer</strong>&lt;br&gt;It is my professional opinion that crime prevention and community safety are material considerations for any developer, because of the proposed use, design, layout and location of the development proposed. However due to the temporary nature of the proposed development, if the Local Authority were minded to grant permission the police would request that the developer follow the site specific recommendations which follow the principles and practices of the Secured by Design scheme.</td>
<td>The comments received have been forwarded to the applicant.</td>
</tr>
<tr>
<td><strong>Refuse Team</strong>&lt;br&gt;No response received.</td>
<td><strong>Employment and Skills Team</strong>&lt;br&gt;The applicant has made contact with the Council’s Job Shops, but a strategy should be secured detailing the number and types of jobs that the applicant will be aiming to secure through the Council’s Job Shops.</td>
<td>The applicant has submitted a strategy that details that approximately 19 positions have already been advertised via the Council’s Job Shops. These include positions relating to bar work and merchandising. A further 17 positions are still to be advertised and these include positions in security and front of house. The Employment and Skills Team consider that the strategy is appropriate. A condition will be imposed (Condition 7) requiring that the submitted strategy is complied with.</td>
</tr>
</tbody>
</table>
The Commissioner was not initially satisfied with the proposals for the following reasons:

Insufficient details provided regarding the following:

Assuming that the application refers to the warehouse only; the maximum numbers allowed should not exceed 180 persons. (Details of proposed numbers not provided). This number is arrived at by assuming that the four existing doors shown on plan are 750mm in width and discounting each in turn as not being available for means of escape leaving three.

Dependant on the audience layout (details not available), travel distances may also be adversely affected. (Table 2 of Approved Document B Volume 2 of The Building Regulations 2010 as amended should be consulted).

Access should be provided to 15% of the perimeter of the building.

Finally, the nearest operational fire hydrant is approximately 330 metres from the building adjacent to the Police Station.

Subsequent to the initial comments received from the Fire Brigade, the Brigade has been provided details of the audience and staff numbers. The Brigade has been advised that the applicant is intending to submit a separate planning application in respect of new fire exits on the building. The Brigade has also been advised that there have been no changes in access arrangements or changes to road layouts since planning permission was granted for the approval of the warehouse building.

The applicant has submitted indicative plans to the Fire Brigade that indicates suggested locations for fire exits and includes an indicative internal layout for the building. The Fire Brigade has subsequently confirmed that the Commissioner would be satisfied with the proposals subject to additional fire doors being installed and that the Brigade is informed at least 10 days prior to any event so that an inspection can be arranged.

Members are advised that as the applicant has suggested that the fire strategy for events change per event, that a condition has been imposed (Condition number 3) that as part of the Events Management Plan, that a fire strategy is submitted and approved by the Local Planning Authority.

The proposed car parking layout plan has been revised and the accessible car
be implemented to the required standard. The plans show standard bays with the word disabled on them that are not compliant. Accessible bays must have at least one 1.2m hatched side transfer zone as well as a 1.2m hatched rear transfer zone. The overall dimensions of accessible parking bays should be 6m x 3.6m.

We would like more information regarding the general layout, entrances and exits, refreshment areas and toilet provisions. The plans and Design and Access Statement do not offer much detail or reassurance regarding the accessibility of the site.

parking bays now have rear and side transfer zones. Whilst the fit out for the building will change from event to event, the applicant has provided an indicative accessible toilet layout and a note detailing specific measures such as an induction loop system and signage for the events.

The Access Team have confirmed that they are satisfied with the details submitted provided that Part M of the Building Regulations are complied with.

5.0 LOCAL FINANCIAL CONSIDERATIONS

5.1 The proposed development would not be liable to pay the Mayoral Community Infrastructure Levy (CIL) or the Borough CIL as there is no new floorspace proposed.

6.0 PLANNING POLICY AND GUIDANCE

National Planning Policy Guidance

National Planning Policy Framework
National Planning Practice Guidance

The London Plan (March 2016)

Policy 2.7 - Outer London: Economy
Policy 4.6 - Support for and Enhancement of Arts, Culture, Sport and Entertainment
Policy 5.21 - Contaminated Land
Policy 6.9 - Cycling
Policy 6.10 - Walking
Policy 6.13 - Parking

Draft London Plan (December 2016)

Policy GG1 - Building Strong and Inclusive Communities
Policy D3 - Inclusive Design
Policy D11 - Fire Safety
Policy D13 - Noise
Policy E11 - Skills and Opportunities for All
Policy T5 - Cycling
Policy T6 - Car Parking
Policy T6.5 - Non-residential Disabled Persons Parking

Local Planning Policy

*Site Specific Allocations Development Plan Document (December 2010)*

Policy SSA SM5 - Sanofi Aventis Site 2

*Core Strategy (July 2010)*

Policy CM1 - General Principles for Development
Policy CM4 - Transport Links
Policy CP1 - Vibrant Culture and Tourism
Policy CP3 - High Quality Built Environment

*Borough Wide Development Policies Development Plan Document (March 2011)*

Policy BR5 - Contaminated Land
Policy BR9 - Parking
Policy BR10 - Sustainable Transport
Policy BR11 - Walking and Cycling
Policy BR13 - Noise Mitigation
Policy BC7 - Crime Prevention
Policy BP8 - Protecting Residential Amenity
Policy BP11 - Urban Design

Planning Application File

http://paplan.lbld.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=PMF2DPBLKSX00

**7.0 ANALYSIS**

**7.1 Principle of Development**

Key policies:

<table>
<thead>
<tr>
<th>National Planning Policy Framework (NPPF)</th>
<th>Seeks to ensure that applications are considered in the context of the presumption in favour of sustainable development.</th>
<th>Complies with the NPPF.</th>
</tr>
</thead>
<tbody>
<tr>
<td>London Plan Policy 4.6</td>
<td>Seeks to support the continued success of London's diverse range of arts, cultural, professional sporting and entertainment enterprises and their cultural, social and economic benefits on offer to residents, workers and visitors.</td>
<td>Complies with policy.</td>
</tr>
<tr>
<td>Local Plan Policy CP1</td>
<td>Seeks to encourage the provision of a diverse range of culture facilities</td>
<td>Complies with policy.</td>
</tr>
</tbody>
</table>
The proposal to provide what is essentially a temporary multi-purpose venue space to hold cultural events is supported by Officers. The promotion of cultural and leisure uses in the Borough would bring new jobs and wider benefits to the local community. In terms of immediate job opportunities, 40 full time and 225 part time members of staff are proposed to be employed in a variety of positions including cast and crew for the events, management, food service, security and venue management positions. Where possible, job roles will be offered to local people. The Council’s Employment and Skills Team have confirmed that the applicant has commenced engagement with Job Shops in the Borough. This has similarly been achieved where the organisation has had residency in other Boroughs.

In addition to the above, benefits for the local community will also include a number of community initiatives such as specially themed daytime events for young people aged between 12-18 years and 2-day mentorship training programmes for 18-25 year olds which allows participants to have the opportunity to shadow a member of the production team across two evening performances and the ability to attend specially organised workshops and talks. These events would be undertaken through engagement with local schools, colleges and community groups. The applicant has also suggested that there could be opportunities to provide activities for members of the older generation. A Community Manager would be appointed who would be the point of contact to arrange daytime community activities at the site.

Overall, Officers consider that the provision of the temporary cultural and leisure use would fit in well with the existing and planned uses for the wider former Sanofi site and the proposal for film studios. It is also in line with the focus on economic growth in the NPPF, London Plan and Local Plan.

7.2 Access, Transportation and Car Parking

Key policies:

<table>
<thead>
<tr>
<th>Table 6.3 of the London Plan.</th>
<th>Requires:</th>
<th>Final numbers of cycle parking spaces are yet to be determined. This is discussed in paragraphs 7.2.16 - 18 below.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Require 1 space per 8 staff long-stay cycle parking; and</td>
<td>1 space per 30 seats should be provided for short-stay cycle parking.</td>
<td></td>
</tr>
<tr>
<td>Local Plan Policy BR9</td>
<td>Parking Standards.</td>
<td>Complies with policy.</td>
</tr>
<tr>
<td>Local Plan</td>
<td>Requires new development</td>
<td>Complies with policy.</td>
</tr>
</tbody>
</table>
Arrivals and Departures

7.2.1 This part of the wider Sanofi site has a PTAL (Public Transport Accessibility Level) of between 2 to 3 on a scale of 0-6 where 6 is excellent and therefore has a low PTAL rating, however the site is within walking distance of Dagenham East Station.

7.2.2 In terms of access arrangements to the site, as previously highlighted audience members are not made aware of the location of the venue. Approximately one week before their booking, audience members will be informed to arrive at the nearest transportation hub (in this case Dagenham East Station) at a specific time. They are then guided to the location by identifiable stewards (i.e. they could be dressed in costume) of the event organisers. This prevents audience members from making pre-planning arrangements to drive to the venue or locality by car and as such there will be limited impact on the vehicular highway network in terms of arrivals.

7.2.3 The arrival of up to 1,499 audience members would commence from 18:00 (with the exception on Sundays when arrivals would be earlier to take account that the show will start and finish earlier on Sundays) and would be staggered and managed before the production begins. Essentially audience members will be given different time slots to arrive. Across a 15-minute period around 250 audience members will arrive at any one time. It would not be expected that there would be large groups of audience members congregating outside of Dagenham East Station as audience members will be continuously directed towards the venue by the stewards at the station.

7.2.4 The submitted Transport Statement suggests that it will take, in ideal conditions, approximately 7 minutes to walk between the station and the venue, however in reality they expect this to take approximately 15 minutes to take into account road crossings and the groupings of people.

7.2.5 There would be two possible routes to the venue identified as the ‘red route’ and the ‘blue route’ in the Transport Statement. The red route takes audience members along the western side of Rainham Road South and the blue route takes audience members along the eastern side of Rainham Road South. There would also be stewards allocated at various points within the two routes to direct audience members and assist with any changes in direction and crossings.

7.2.6 The applicant has suggested that this arrangement of managing audience members to the venue has been successful in previous residencies in other parts of London, for example at Gunnersbury Park where 62,500 were met over 13 shows, Leyton Jubilee Park where 28,500 people were met over 6 shows and in Canning Town where 75,000 people were met over 84 shows,
without incident or issue. The absence of any objection from consultees such as London Underground, Transport for London and the Designing Out Crime Officer reinforces the notion that this staggered arrangement of audience arrival is successful and appropriately managed.

7.2.7 In terms of departures, audience members will exit the venue and site via the same route as arrival to the site. The arrangements for departing guests travelling by public transport would be similar to arrivals in that departures would be phased and lightly controlled by stewards providing escort back towards Dagenham East Station. On Wednesday through to Saturday, departures are expected to take place at 15-minute intervals of 22:45, 23:00, 23:15 and at 23:30. On a Sunday due to the earlier time of the show, departures will commence at 20:30 through to 21:15. Some activities within the warehouse building such as bars would remain open for half an hour after the film finishes to allow the staggered departures to take place and to reduce the mass exit of patrons at the end of the evening.

Transportation and Car Parking

7.2.8 As previously highlighted, the nature of the event is that the venue and access to the site remains secret and therefore it is very likely that the majority of guests would arrive by public transport, and this has been demonstrated through evidence of previous events that the applicant has put on in similar London locations.

7.2.9 The proposal would provide 22 car parking spaces in total of which 3 spaces would be accessible. 4 spaces have also been identified to include electric vehicle charging points. With the exception of the accessible spaces, all the spaces will be for staff car parking only. The accessible spaces would be available to patrons however this would be on a pre-arranged basis. The accessible parking provision would be in accordance with London Plan requirements.

7.2.10 The London Plan does not set specific space standards for leisure uses but states that in locations of PTAL 0-3, schemes should be assessed on a case-by-case basis and, amongst other things, the aim should be reduce congestion and traffic levels. In this instance it is considered that given that the car parking spaces would be used by members of staff only, the provision is considered acceptable. It is also worthwhile to note that the warehouse itself was granted planning permission with 35 car parking spaces and therefore there would be a reduction in the number of spaces for this building and the proposal does not seek any additional car parking provision than that which was approved on the site under a previous planning application.

7.2.11 Officers accept that the staggered arrival and departure arrangements from the pre-agreed route are likely to be used by the majority of guests and that this can be well-managed. However, at the point of departure, it is also accepted that patrons may be more inclined to utilise other transport modes such as taxis.
7.2.12 The submitted Transport Plan has suggested that approximately 20% of the audience would leave by taxi and as such on this site there is likely to be approximately 80 taxis at the end of a show and this would be over a course of around 1 hour between 22:30 and 23:30.

7.2.13 A dedicated collection area for taxis has been identified for guests to use within the site. This would be directly north of the warehouse building and in the area that was previously earmarked as a car park for the warehouse under a previous planning application.

7.2.14 Taxis will enter the site from Yewtree Avenue and drive into the taxi area. This area will be marshalled and managed by stewards. A queuing system will be implemented as has been the practice at previous locations. Signage will also be provided in the area requesting drivers to switch off their engines whilst they wait.

7.2.15 Subject to the appropriate monitoring and management of this area, it is considered that the surrounding transport network would not be impacted by the proposed use. This is supported by comments received from the Transport Development Management Team who have no objections to the proposal.

Cycle Parking

7.2.16 In terms of cycle parking, based on 40 full time members of staff and 225 part time members of staff, a minimum of 19 cycle parking spaces would be required for long-stay cycle parking.

7.2.17 In terms of short-stay cycle parking, it would be difficult to set a minimum figure for this based on the number of seats as the event space is likely to change from event to event. However, notwithstanding this, in this instance Officers consider that given the nature of the use, it is unlikely that there would be a requirement for short-stay cycle parking and therefore it is considered that a flexible approach should be considered with regards to the amount of short-stay cycle provision.

7.2.18 The above matters have been raised with TfL by Officers, however no response has been received in this regard. Members are therefore advised that this matter will be dealt with via condition with the final number of cycle parking spaces to be determined at a later date.

Servicing and Refuse Matters

7.2.19 In terms of servicing the site, the Transport Plan states that servicing will be designed to ensure that there will be no crossover between delivery and collection vehicles, i.e. waste collections will not take place at the same time as food deliveries to reduce the number of vehicles on site at any one time. Servicing vehicles will collect and unload in the combined car park and loading area.
7.2.20 The servicing arrangement could change for each series of events however a condition requiring the submission of an Event Management Plan is to be secured to finalise servicing details.

7.2.21 In terms of litter associated with patrons, audience members will not be permitted to leave the site with food or drinks containers. These will be taken from patrons prior to audience members exiting the venue. In addition to this, staff will patrol the route at the end of each performance to collect any rubbish or litter associated with the events.

7.2.22 Overall, it is considered that the arrangements proposed for access, parking and transportation matters are acceptable and would not impact on the local transport network.

7.3 Impact on Neighbouring Amenities

Key policies:

<table>
<thead>
<tr>
<th>Local Plan Policies BP8 and BP11</th>
<th>Requires all developments to protect the amenities of neighbouring occupiers.</th>
<th>Complies with policy.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Plan Policy BR13</td>
<td>Seeks to ensure that new developments do not result in noise above an acceptable level.</td>
<td>Complies with policy.</td>
</tr>
</tbody>
</table>

7.3.1 The use of the site for event purposes, particularly the use of any amplified sound, could result in noise being experienced by neighbouring occupiers. In addition to this the volume of people attending each event and how they enter and exit the site could cause disturbance to neighbouring occupiers.

7.3.2 Officers accept that the quantity of people can be managed and controlled during arrivals and departures through the staggered arrangements outlined earlier. The management of ‘crowd control’ will also be overseen by an Operations Manager on each event night.

7.3.3 Door staff and venue stewards will work as two teams, one team working inside of the venue to ask people to make their way to the exits at the end of each day, the other team working outside the doors of the venue to ask audience members to leave quietly and quickly.

7.3.4 All queuing will take place within the site perimeter and be managed by door staff. There will be no queuing on the pavement or public highway.

7.3.5 In terms of neighbouring properties, there are residential occupiers to the north-west along Rainham Road South, Gay Gardens and Winstead Gardens, however these properties are sited some considerable distance away. Similarly, there are two-storey residential dwellings to the south along Western Avenue, however these dwellings are separated from the application site by the railway lines.
7.3.6 The greatest impact of the proposal is likely to be on the residential accommodation of The Pipe Major Public House and the Travelodge Hotel once completed and occupied. The site boundary of The Pipe Major is sited some 198 metres from the north-western corner of the application building and the Travelodge site boundary is located approximately 146 metres from the north-western corner of the warehouse.

7.3.7 The Council’s Environmental Health Officer has assessed the application and considers that any impact on neighbouring occupiers can be mitigated against through appropriately worded conditions.

7.3.8 The use would incorporate outside smoking areas and the congregation of groups of individuals outside could cause disturbance to neighbouring occupiers. The submitted plans have identified that the smoking area would be located within the car park and therefore would not be visible from neighbouring properties.

7.3.9 Overall it is considered that the methods put in place to manage noise and disturbance and the provision of conditions to mitigate any potential noise impact would ensure that the amenities of neighbouring and residential occupiers are protected during the course of the event.

8.0 EQUALITIES

8.1 The Council’s decision must be made with due regard to the impact (positive and negative) of the proposals on members of the community who share a characteristic protected under the Equality Act 2010. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Of particular note, the events taking place within this building would be fully accessible and conditions are proposed to ensure that at least 10% of the car parking spaces proposed are accessible.

9.0 CONCLUSION

9.1 The proposed development will deliver sustainable growth in line with the Borough Manifesto, London Plan and Local Plan.

9.2 The development would provide new employment opportunities by delivering approximately 40 full time and 225 part time jobs in a growing sector of the economy.

9.3 It is recommended that the Planning Committee grants planning permission subject to the conditions below (with any amendments that might be necessary up to the issue of the decision, including any other conditions).

10.0 PLANNING CONDITIONS

Temporary Consent

1. The use hereby permitted shall be discontinued and all fixtures, fittings and equipment removed on or before 1st May 2022.
Reason: The use of the building for leisure purposes is not considered acceptable on a permanent basis as it would prejudice the future development of the site.

Drawing Numbers

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

P-SC-DE-19-002 004
103 Show Demise Rev F
106 Vehicle Routes Rev A
P-SC-DE-19-004 Rev F
P-SC-DE-19-005b 121
P-SC-D-19-006 122 Rev F.

Reason: For the avoidance of doubt and in the interests of proper planning.

Event Management Plan

3. Prior to the commencement of each new series of shows, an Event Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Events Management Plan shall include details of a fire strategy for each new event, operational timings for the shows, details of any changes to measures to manage and control crowds, details of any changes to servicing and refuse strategies and any changes to the location of outside smoking areas. Where outside smoking areas include a structure the details of any such structure should be included within the Events Management Plan. The events shall be managed in accordance with the details approved and thereafter maintained as such unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

Hours of Use and Servicing

4. The use of the building for evening events and associated entertainment shall only be operational between the hours of 17:00-23:30 Wednesday-Saturday and 16:00-22:00 on Sundays unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

5. The handling of bottles and movement of bins and rubbish is not permitted to take place outside the premises between the hours of 22:00 on one day and 07:00 the following day.
Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

6. The delivery/collection of goods is only permitted to take place between the hours of 07:00 and 21:00 on any day.

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

Employment Strategy

7. The use hereby permitted shall be implemented in accordance with the submitted Employment Strategy (Local Employment Strategy – Dagenham East submitted 27th March 2019).

Reason: In order to contribute to the local economy and local residents in need of employment and in accordance with the principles within Policy CC3 of the Core Strategy.

Noise

8. Noise from entertainment, including live and amplified music associated with the licensable activities/use hereby permitted, shall be controlled so as not to exceed the following numerical limits outside residential dwellings:

The external free-field LAeq (EN) (30 minute) shall not exceed +5dB above the typical LA90 (WEN) for the corresponding period (daytime 07:00 – 19:00, evening 19:00 – 23:00 and night time 23:00 – 07:00) as set out in the approved Noise Management Plan; and

The external free-field Leq,lin (EN) (30 minutes) shall not exceed the limits corresponding to Noise Rating curve (NR) 25 at octave band centre 63Hz and 125Hz, when measured or predicted inside the closest habitable rooms with windows partially open for ventilation. For the avoidance of doubt, these values shall be taken to be 65dB Leq,30min (63Hz octave band) and 54dB Leq,30min (125Hz octave band).

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

9. Noise from entertainment, including live and amplified music associated with the licensable activities/use hereby permitted, shall be controlled so as to not exceed a level of 55 LAeq dB (30 minute) when measured at a point 1 metre from the window to any bedroom at the Travelodge Hotel situated approximately 200 metres west of Unit A Baytree Way, Dagenham, Essex RM10 7FS.

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.
10. The combined rating level of the noise from any plant installed pursuant to this permission shall not exceed the existing background noise level outside the window to any noise sensitive room. Any assessment of compliance with this condition shall be made according to the methodology and procedures presented in BS4142:2014.

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

**Lighting**

11. The lighting of the development hereby permitted, is to be designed, installed and maintained so as to fully comply with The Association of Chief Police Officers - Secured by Design publication “Lighting Against Crime – A Guide for Crime Reduction Professionals”, ACPO SPD, January 2011. The design shall satisfy criteria to limit obtrusive light presented in Table 1, p25 of the guide, relating to Environmental Zone E3 – Medium district brightness areas - small town centre or urban locations.

Reason: In the interests of security and safety, to avoid light pollution and safeguard neighbouring amenity and in accordance with Policy BP11 of the Borough Wide Development Policies Development Plan Document.

**Demolition and Construction Work**

12. ‘Noisy’ demolition and construction work and associated activities are only to be carried out between the hours of 08:00 and 18:00 Monday to Friday and 08:00 and 13:00 Saturday with no work on Sundays or public holidays. ‘Noisy’ works are those which can be heard outside the boundary of the property. ‘Quiet’ works – i.e. those which cannot be heard outside the boundary of the property can take place at any time.

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

13. Demolition and construction work and associated activities are to be carried out in accordance with the recommendations contained within British Standard 5228:2009, “Code of practice for noise and vibration control on construction and open sites”, Parts 1 and 2.

Reason: In the interest of protecting neighbouring and residential amenities in accordance with Policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

**Dust**

14. Measures to control the emission of dust, dirt and emissions to air during construction to accord with the guidance provided in the document “The Control of
Dust and Emissions during construction and demolition”, Mayor of London, July 2014 are to be implemented throughout the construction of the building.

Reason: In the interest of reducing the environmental impact of the construction and the impact on the amenities of neighbouring residents in accordance with Policy BP8 of the Borough Wide Development Policies Development Plan Document.

Implementation of Car Parking Areas

15. The car parking areas indicated on drawing No. P-SC-D-19-006 122 Rev F shall be constructed and marked out prior to the occupation of the development, and thereafter retained permanently for the accommodation of vehicles of staff and not used for any other purpose with the exception of the accessible car parking spaces which can be offered to audience members.

Reason: To ensure that sufficient off-street parking areas are provided and not to prejudice the free flow of traffic or conditions of general safety along the adjoining highway in accordance with Policy BR9 of the Borough Wide Development Policies Development Plan Document.

Cycle Parking

16. Notwithstanding the details submitted in the planning application, the development shall make provision for cycle parking in accordance with a scheme that shall have been previously submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to the commencement of the first event and thereafter retained permanently for the accommodation of cycles of staff and visitors to the premises and not used for any other purpose.

Reason: In the interests of promoting cycling as a sustainable and non-polluting mode of transport and in accordance with Policy BR11 of the Borough Wide Development Policies Development Plan Document.