

Committee: Development	Date: 10 th May 2012	Classification: Unrestricted	Agenda Item No: 8.1
Report of: Corporate Director of Development and Renewal		Title: Legacy Community Scheme Outline Planning Application	
Case Officer: Duncan Brown		Ref No: PA/11/03186	
		Ward: Bow East	

1.0 APPLICATION DETAILS

This report considers an outline application submitted by the Olympic Parks Legacy Company (OPLC) to the Olympic Delivery Authority planning Decision Unit (ODA PDT).

In a letter dated 7th September 2011, the London Borough of Tower Hamlets has been consulted by the ODA to provide **OBERVATIONS** on the application described as follows:

Description: **Legacy Communities Scheme Outline Planning Applications –**

Comprehensive, phased, mixed use development within the future Queen Elizabeth Olympic Park comprising:

- 641,817 sqm of residential (C3) uses (6,870 homes);
- 4,000 sqm of Sheltered Accommodation (C3);
- 14,500 sqm of hotel (C1) accommodation;
- 30,369 sqm (B1a) and up to 15,770 sqm (B1b/B1c) business and employment uses;
- 25,987 sqm (A1-A5), shopping, food and drink and financial and professional services;
- 3,606sqm (D2) leisure space;
- 31,451 sqm (D1) community, health, cultural, assembly education facilities, including two primary schools and one secondary school;
- New streets and other means of access and circulation, construction;
- Car parking (4,605 spaces);
- Landscaping including laying out of open space with provision for natural habitats and play space; new and replacement bridge crossings;
- Reprofilling of site levels, demolition and breaking out of roads and hard standing, utilities diversions and connections; and other supporting infrastructure works and facilities.

Location: The main site covers seven separate land parcels across the area currently known as Olympic Park in the Lower Lea Valley on the North East boundary of the borough. **See Figure 1.**

The site that relates to the London Borough of Tower Hamlets is named Planning Delivery Zone 4 (PDZ4) and is located in Fish Island (East) bounded to the west by the River Lea and the River Lea Navigation canal (Hackney Cut), to the north by London Overground railway line and to the south by Old Ford Locks and the Old Ford

**LOCAL GOVERNMENT ACT 2000 (Section 97)
LIST OF BACKGROUND PAPERS USED IN THE DRAFTING OF THIS REPORT**

Brief Description of background papers:	Tick if copy supplied for register	Name and telephone no. of holder:
Application, plans, adopted UDP. draft LDF and London Plan		Duncan Brown 020 7364 3308

wastewater treatment works.

Existing Use: Number of uses, including: Olympics sports venues, storage, temporary facilities transportation, open space, roads, bridges, rivers, canals ancillary uses. The site also includes a significant amount of vacant land.

Drawing Nos: For a full list of documents submitted with the applications please refer to **Appendix A**.

Applicant: Olympic Legacy Company (now London Legacy Development Corporation)

Owner: London Legacy Development Corporation (LLDC)

Historic Building: N/A

Conservation Area: N/A

2.0 RECOMMENDATION

2.1 The Committee resolve to **endorse officers views** on the outline planning application based on the following recommendations:

A. To support the comprehensive regeneration of the Legacy Communities Scheme because it provides for a sustainable mix of land uses across this part of the Lower Lea Valley and will contribute to meeting the boroughs housing needs by delivering a mix of new accommodation including affordable family homes, provide for new schools, community facilities, employment spaces, open spaces and connections to the high quality leisure facilities and amenities within the Queens Elizabeth Park

B. To support the proposed land uses for Planning Delivery Zone 4 in Fish Island East which will contribute to delivering 651 new dwellings in Tower Hamlets of which 47% (309 units) will be affordable, a new primary school, new opens spaces and supporting community facilities and two new bridges.

C. Prior to determination of the outline planning application, the following planning issues shall be resolved to the satisfactory of this authority:

- Requests the applicant revises the housing mix to provide for 1 and 2 bedroom units in addition to 3 bedroom provision within the affordable housing tenure
- Agrees affordable rent levels within social rent and affordable rent accommodation prior to consent being issued.
- Agrees minimum housing nominations for Tower Hamlets residents prior to consent being issued.
- Secures commitment to achieving measurable and monitored socio-economic targets to raise the standard of living of borough residents by 2031 within the S106 agreement
- Secures adequate commitment and mitigation towards secondary school infrastructure on the site or in the borough within the S106 agreement.
- Secures mitigation measures and contributions towards; reducing impact on local highway network, upgrades to public transport, and the upkeep and maintenance of new bridges within the S106 agreement.

- To secure additional infrastructure contributions considered appropriate to mitigate the development impact on borough services and infrastructure.

2.2 The ODA Planning Decisions Team should also consider the views, issues and further recommendations of the London Borough of Tower Hamlets as set out in this report.

2.3 That the **Corporate Director of Development and Renewal** be given **delegated powers** to make further observations and/or recommendations (as determined by this Committee) to the ODA.

3.0 BACKGROUND

3.1 The Legacy Communities Scheme (LCS) outline planning application has been submitted to the Olympic Delivery Authority (ODA) and is expected to be considered for determination at the ODAs scheduled 26th June 2012 planning committee. Following the enactment of the Olympic and Paralympic Games Act 2006, the ODA is the determining Authority for planning applications in the area.

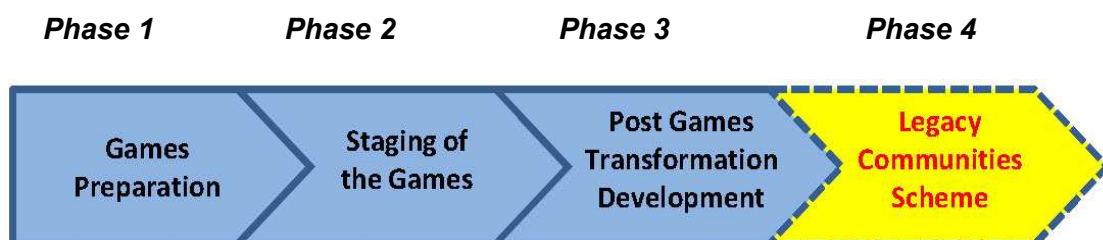
3.3 The purpose of this report is for the London Borough of Tower Hamlets to provide observations on the proposals to the Planning Decisions Team at the Olympic Delivery Authority to assist in the assessment of the outline application.

3.4 The ODA is the local planning authority responsible for undertaking statutory consultation with the affected communities and stakeholders. LBTH has not undertaken public consultation on this outline application. LBTH has undertaken an internal consultation with affected service departments within the Council and requested comments accordingly on the proposal. These are reflected within the main body of the report.

3.5 The LCS outline planning application seeks permission for the future development within seven application sites identified on land known as Planning Delivery Zones (**See Figure 1**). These vacant land plots currently consist of Games time temporary and permanent facilities, infrastructure, parkland and concourse that require to be removed or converted post 2012.

3.6 Should approval be granted by the ODA, it is intended that the LCS planning permission (current application) will supersede all new development permitted approved by the 2007 and 2010 permissions (See Planning History) covering the proposed site areas.

3.7 There are four key phases of the regeneration programme for the Olympic Parkland estate and areas up to 2027. These are outlines as follows:

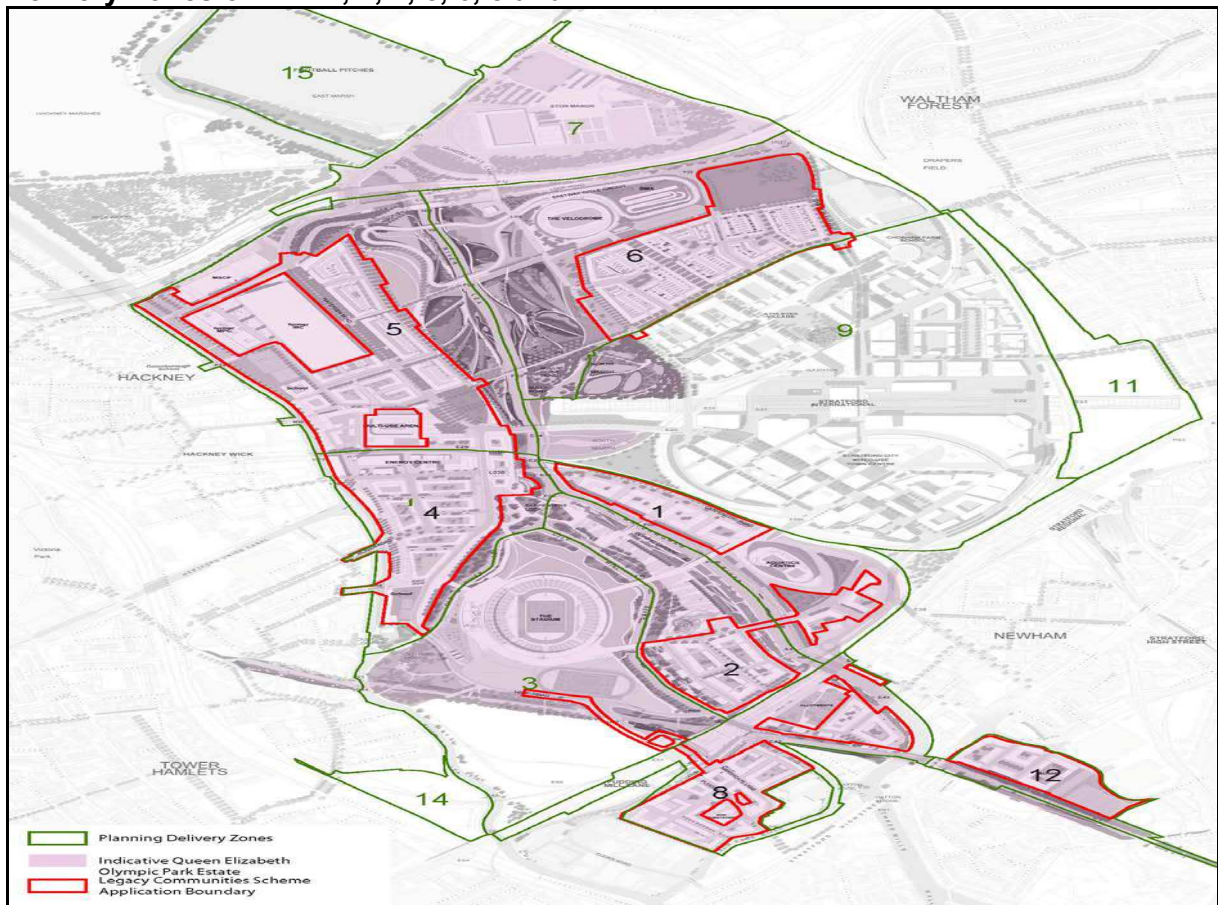


- **Phase 1 - The Olympic Construction Phase (2007-2012)** – the period that begins the bulk earthwork and remediation and other site preparation work. It includes the construction of venues, facilities and infrastructure relating to the Olympic and Paralympic Games.
- **Phase 2 - The Olympic and Paralympic Games Phase (2012)** – the period beginning with the start of rehearsal events for the Olympic Games and ending with the closing ceremony of the Paralympic Games.

- **Phase 3 – Post Games Transformation Phase (2012-2014)** – the period starting after the Paralympic Games closing ceremony and ending when all elements of the Olympic development have been removed and modified and additional construction undertaken in connection with the legacy.
- **Phase 4 – The Legacy Phase (2014-2027)** – the period when the legacy transformed venues are brought into use and form the context for legacy communities' development within the Olympic park.

4.0 THE SITE

- 4.1 The planning application boundary is detailed below in **Figure 1** of this report and covers a site area approximately 64.8 hectares in size.
- 4.2 The application site is located in East London within the Lower Lea Valley; 4 miles from the City of London and 4.2 miles from Greenwich. It crosses the administrative boundaries of four London Borough's namely Newham, Hackney, Tower Hamlets and Waltham Forest.
- 4.3 The LCS application site lies within the area known as the Olympic Park and was historically purchased and owned by the London Development Agency in order to host the 2012 Olympic and Paralympic Games. It covers seven separate development parcels known as Planning Delivery Zones (PDZs) and adjoins the future Queen Elizabeth Olympic Park and the sporting venues of the Velodrome, Olympic Stadium, Aquatics Centre, and other major land uses of the Westfield shopping centre in Stratford and the IBCMPC. The sites is bound and dissected by multitude of transport routes namely the waterways of the River Lea Navigation, canals, London Overground and mainline regional services, Dockland Light Railway lines and a network of existing and new roads.
- 4.4 **Figure 1: Olympic Park estate area and LCS site boundary identifying the Planning Delivery Zones of PDZ 1, 2, 4, 5, 6, 8 and 12**

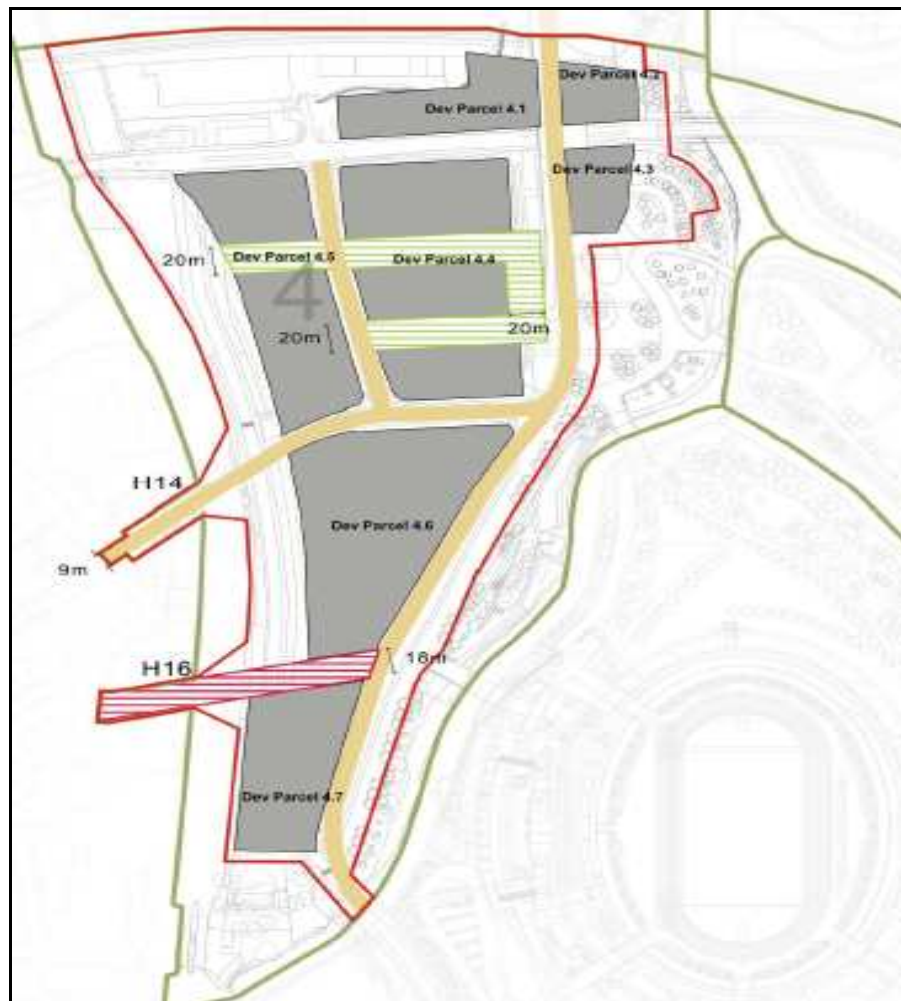


4.5 Planning Delivery Zone 4 is located within in the administrative boundary of Tower Hamlets Council covering Fish Island East and lies to the east of the River Lea Navigation Canal (Hackney Cut) and to the west of the River Lea and new linear landscaped park known as the Great British Garden.

4.6 To the north the site is bound by the London Overground rail line to the south is a private dwelling house (Lockkeepers Cottage) and the newly built Old Ford Waste Water treatment works operated and owned by Thames Water which serves the Olympic parkland area and Athletes village. The existing Greenway public footpath and open space also runs in an east-west alignment to the south of the site.

4.7 The site is currently used for the Olympic Loop Road (west) and supporting hospitality facilities for visitors during Games time. The new Monier Road pedestrian bridge adjoins the site over the River Lea Navigation but is not open to public use until after the Games. Within the site boundary includes the newly built Kings Yard energy centre on Carpenters Road which is a part converted building adjoined by a new 6 storey building that supplies the Athletes village and Olympic venues and Westfield shopping centre. The remainder of the site is vacant land.

Figure 2: Planning Delivery Zone 4 showing proposed sub development parcels and new vehicular routes



5.0 THE PROPOSAL

5.1 The LCS proposal is outlined in 'Description' section at the beginning of this report detailing the mix of land uses across the seven planning delivery zones.

The proposed land uses for the planning delivery zones are summarised by in Table A below.

Table A: Proposed Land Use Schedule for the Legacy Communities Scheme

Planning Delivery Zone	Maximum Legacy Development Gross External Areas (sqm) by Use Class										
	Retail			Employment		Hotel	Leisure	Community Facilities	Accomm.	Residential	Maximum Floorspace Applied For
	A1-A2	A3-A4-A5	A1-A5 Total	B1a	B1b/B1c	C1	D2	D1	C2 Student	C3	
PDZ1	6,750	8,500	13,500	0	0	14,500	1,650	1,430	10,000	124,000	165,080
PDZ2	900	900	1,438	0	0	0	165	440	0	75,000	77,043
PDZ4	1,450	1,600	2,576	1,065		0	0	8,410	0	75,867	87,918
PDZ5	1,000	2,850	3,268	5,389	3,612	0	1,457	5,646	0	96,097	115,469
PDZ6	1,400	1,350	2,310	124	0	0	165	1,141	0	112,800	116,540
PDZ8	1,200	1,500	2,345	23,791	12,158	0	169	1,482	0	116,530	159,175
PDZ12	400	400	550	0	0	0	0	11,660	0	37,900	50,110
Site Wide Total	[13,100]	[17,100]	25,987	30,369	15,770	14,500	3,606	30,209	10,000	638,194	771,335

Source: LCS Technical Analysis (2011)

5.3 The LCS proposal is illustrated by an indicative masterplan for the site shown below.

Figure 3: Indicative Legacy Masterplan (2011)



Planning Delivery Zone 4

5.5 The proposed development within the administrative boundary of Tower Hamlets in Fish Island (East) located in PDZ 4 can be summarised as follows:

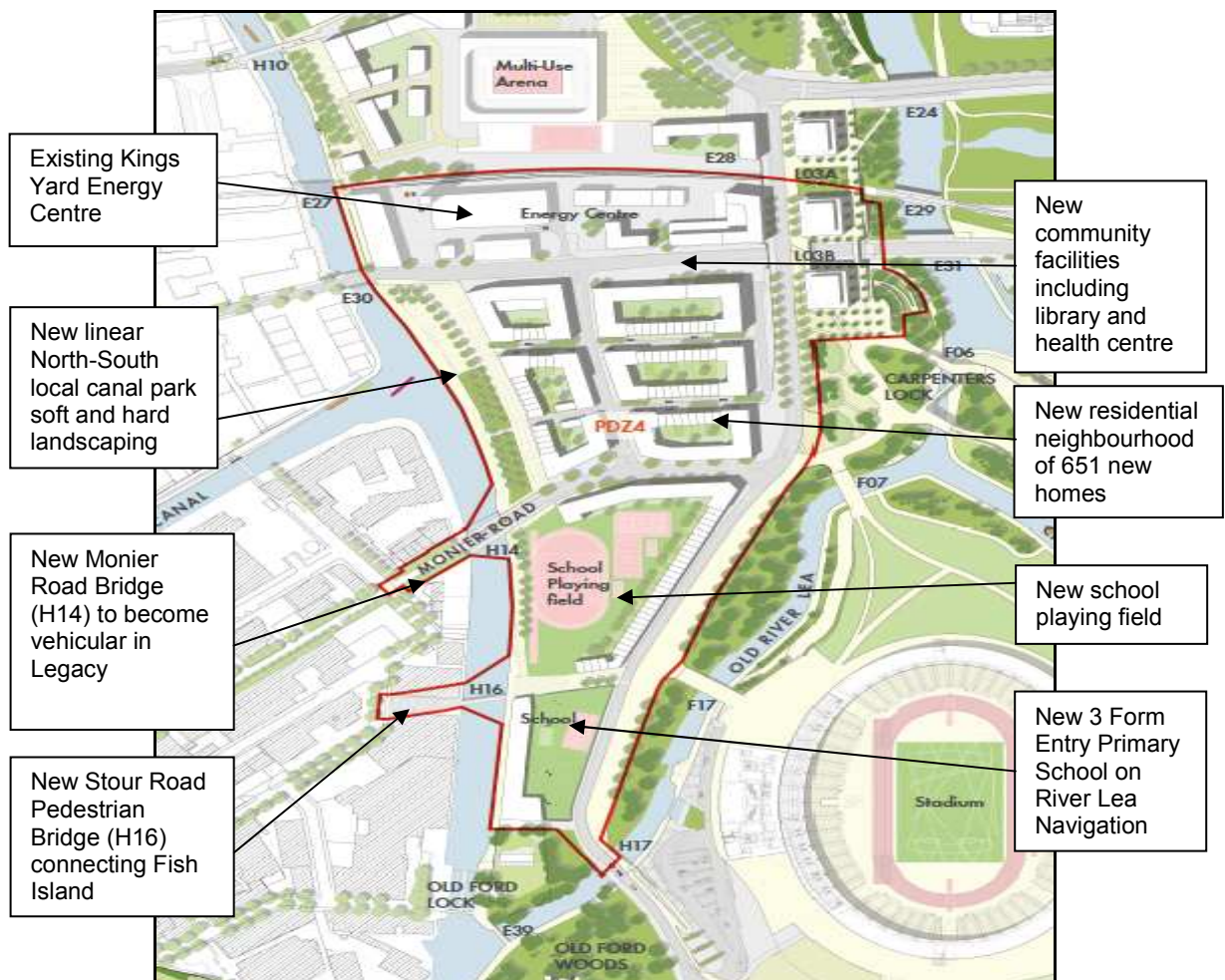
5.6 Maximum of 79,781sqm of floorspace to include:

- 67,730sqm Class C3 residential development (651 new units);
- 3,167sqm of Class D1 education primary school including new playing field;
- 2,554sqm of Class D1 health care facility
- 2,460 sqm of Class D1 library
- 220 sqm of Class D nursery school
- 2,576 sqm of Class A1-A5 retail and food/drink comprising 1,450 sqm of retail (Class A1+A2) and up to 1,600 sqm of food and drink (Classes A3, A4 + A5);
- 2 new bridges joining Monier Road (1 X vehicular) and joining Stour Road (1 X pedestrian)
- 10,000 sqm of open space
- New street network, public realm and landscaping
- Approximately 660 car spaces
- 1137 cycle spaces

The indicative masterplan in **Figure 4** for the site demonstrates how this may be delivered post Games. It is currently envisaged by the applicant that PDZ 4 will be constructed in 2020 although this may change over the course of time dependant on demand and market viability.

5.6

Figure 4: Indicative Masterplan for new 'Sweetwater' neighbourhood in PDZ 4.



Exert form page 366 from the Revised Design and Access Statement 2012

6.0 POLICY FRAMEWORK

6.1 The 2012 Olympic & Paralympic Games together with the LCS outline planning application will provide a unique opportunity for the residents of the London Borough of Tower Hamlets. This opportunity can be expressed in four principles that are aligned with the Community Plan 'One Tower Hamlets' 2020. These are:

- **A Great Place to Live** – The 2012 Olympic Games and LCS is anticipated to meet this aspiration by enabling people to live in new affordable housing, located in clean and safe and sustainable neighborhoods served by well connected and easy to access services and community facilities.
- **A Healthy and Supportive Community** - An important objective of the 2012 Olympic Games and LCS is to tackle high levels of deprivation in East London which result in health inequalities, poor personal behavior and a lack of access to treatment and services. It is set to improve the quality of housing, diet and the physical environment thereby improving the health and wellbeing of Borough residents.
- **A Prosperous Communities** – A key challenge of the LCS is to make improvements in educational attainment and reduce young people not in education, employment and training. It is set to continue regenerating and bringing investment into Tower Hamlets communities enabling growing economic prosperity as a result.
- **A Safe and Cohesive Community** – The creation of new communities and connections to centres of activity and leisure in the Olympic Parkland and Stratford will contribute to reducing crime and create a sense of safer neighborhoods.

6.2 The following statutory spatial planning policy documents are relevant to the assessment of this application:

National:

- The Governments National Planning Policy Framework (2012)

London:

- Greater London Authority London Plan Spatial Development Strategy for Greater London (July 2011)
- Greater London Authority draft Olympic Legacy Supplementary Planning Guidance (2011)
- Greater London Authority draft Lower Lea Valley Opportunity Area Planning Framework Supplementary Planning Guidance (2007)
- Greater London Authority and Host Olympic Boroughs Strategic Regeneration Framework (2009) and Strategic Regeneration Framework Action Plan 2011-15 (2011)

Local:

- Tower Hamlets Core Strategy 2025 Development Plan Document (2010)
- Tower Hamlets draft Development Management DPD (2012)
- Tower Hamlets draft Fish Island Area Action Plan (2012)
- Tower Hamlets Unitary Development Plan 1998 (as saved 2010)
- Tower Hamlets Interim Planning Guidance for the purposes of Development Control (2007) including the Leaside Area Action Plan

Explanation:

6.3 Since 2007 Government agencies and authorities such as the Greater London Authority (GLA), the London Thames Gateway Urban Development Corporation (LTGDC) and

relevant Host Olympic boroughs of London Borough of Tower Hamlets, Hackney, Newham and Waltham Forest have prepared extensive strategic planning and regeneration proposals for the Lower Lea Valley as a whole.

- 6.4 A range of recent directions and strategic documents like the Strategic Regeneration Framework (SRF) 2009 put together by the Mayor of London and Host boroughs seek to raise the living standards of East London residents over the next 20 years. The Mayor of London and the elected Mayors and Leaders of the six Olympic Host Boroughs have already committed themselves and their organisations to working toward achieving socio-economic convergence with the rest of London over the period to 2031.
- 6.5 In November 2010 the Government incorporated the objective of 'convergence' and the supporting Olympic Legacy Strategic Regeneration Framework (SRF) in their most recent statement of Olympic legacy.
- 6.6 In spatial terms the Mayor of London in collaboration with Host Boroughs has produced a draft Olympic Legacy Supplementary Planning Guidance 2011 (OLSPG) which seeks to translate the above convergence principles and objectives into a sub regional planning document to guide new development. The document sets out a range of policies to guide future regeneration including the identification of social and community infrastructure requirements.
- 6.7 The London Borough of Tower Hamlets has also produced statutory planning policy to guide new development in the Olympic legacy area via the draft Fish Island Area Action Plan (2012) as part of the adopted Local Development Framework Core Strategy 2010-2025 in order to translate these overarching strategies at a local level relevant to Tower Hamlets communities.
- 6.8 The purpose of this report is therefore to outline strategic issues with regard to the planning application relevant to the London Borough of Tower Hamlets' in the context of local planning policies, London Plan policy, and national guidance to provide a basis for observations to the ODA.

7.0 PLANNING HISTORY

2004-2010

- 7.1 The original planning permission for the Olympics and Legacy Development was granted in December 2004 and covered all the new venues, land remediation and new layout configuration of the Olympic Parkland areas.
- 7.2 Planning permissions were subsequently granted in September 2007 for the Olympic, Paralympic and Legacy Transformation applications, which were submitted by the ODA. These permissions covered core elements of the Games time arrangements and infrastructure and the Legacy transformation period only, i.e. the conversion of retained Olympic venues and infrastructure until 2014.
- 7.3 In response to changing brief from the London Organising Committee for the Olympic Games (LOCOG) the applications were updated again in 2010 and permissions were subsequently granted by the ODA in April 2010 for three applications. These applications included a site wide illustrative masterplan (**See Appendix B**) to include interim public realm improvements, highways works and reconfigurations, new bridges, and further legacy transformation works to the Olympic Park. No development was applied for on the vacant land parcels at the Planning Delivery Zones 1-12 even though it formed part of the application sites.

2010-2012

- 7.4 Since 2010 the owner of the estate, the Olympic Parks Legacy Company (OPLC) sought to

update the Legacy Master Plan Framework (LMF) and discussions began to take place on the newly named Legacy Communities Scheme (LCS). Contrary to previous iterations of the masterplan the LCS deleted the inclusion of important land uses like the Olympic parkland areas, the Olympic stadium, the International Broadcasting Centre and Media Press Centre (IBC/MPC), Games time venues and other supporting infrastructure like the Kings Yards energy centre, Old Ford Waste Water treatment works. With exception of the stadium, these structures were all subject to separate full planning applications because they needed to be constructed by the summer of 2012 for Games time purposes.

- 7.5 Formal pre-application discussions on the LCS commenced in 2011 coordinated by the ODA as local planning authority and the applicant, the OPLC, together with the Host Olympic Boroughs, the London Thames Gateway, the Greater London Authority and Department for Communities and Local Government.
- 7.6 In September 2011 the OPLC lodged the LCS outline planning application to the ODA. As statutory consultee LBTH was requested to provide strategic observations.
- 7.7 In February 2012 the OPLC provided further information to the ODA as part of the EIA Regulation 22 request.

8.0 MATERIAL PLANNING CONSIDERATIONS:

PRINCIPLE STRATEGIC ISSUES

- 8.1 The principle strategic issues raised by the outline planning application that must be considered are:

1. **Achieving Convergence**
2. **Principle of Land Use**
3. **Housing**
4. **Employment, Training and Skills**
5. **Education Provision**
6. **Transport and Highways**
7. **Open Space**
8. **Layout and Scale**
9. **Sustainable Environment**

9.0 ISSUE 1- ACHIEVING CONVERGENCE

Explanation:

- 9.1 In 2009 the London Boroughs of Tower Hamlets, Hackney, Newham, Waltham Forest, Greenwich, Barking & Dagenham together with the Greater London Authority agreed to produce a draft Strategic Regeneration Framework (SRF) for 2012 Games Legacy. This was to ensure that Londons largest regeneration project enabled lasting benefits to the surrounding communities, some of which are the most deprived in the country.
- 9.2 The LCS proposals set out a vision for regeneration, including a series of principles that seek to shape the identity and character of the legacy communities within the seven planning delivery zones.
- 9.3 The principle of 'convergence' underpinned the framework defined by the objective of raising the standards of living of East London borough residents in line with the London average within 20 years as measured by a series of social and economic indicators.
- 9.4 The recently published SRF Action Plan Framework 2011-2015 sets out a clearer target

based strategy to tackle the scale of disadvantage experienced by Host Borough residents.

Its three key themes are:

1. Creating wealth and reducing poverty
2. Supporting healthier lifestyles
3. Developing successful neighbourhoods.

These themes are measured by seven key socio-economic objectives:

1. Higher educational attainment
2. Achievement of greater skills qualifications
3. Increases in the number of economically active adults
4. Reduction in child poverty
5. Increase in life expectancy
6. Reduction in housing overcrowding
7. Reduction in violent and gang crime

The measurable output to be achieved in the East London communities by 2031 are as follows:

- 120,000 more residents will be in jobs.
- 99,000 fewer residents will have no qualifications at all.
- 185,000 more residents will have degree-level qualifications.
- Approximately 21,000 fewer children will be living in poverty.
- 1,800 more children will achieve 5 a*-c GCSEs, including maths and English.
- An additional £155 million pounds will have been invested in the local public realm.
- More affordable family homes will be available.
- Fewer people will be living with a chronic health condition.
- 25,000 more adults will do weekly physical activity.
- 44,000 fewer people will be affected by reported burglaries.

9.5 The *Vision and Convergence Statement* submitted by the applicant sets out a series of suggested commitments and measurable outputs in the context of the London Plan 2011, OLSPG (2011) and SRF Action Plan 2011-2015.

9.6 The applicant states that some of the measurable outputs set out within the SRF will be delivered by the LCS application. These mostly relate to physical infrastructure, like housing, employment and education land uses quantum's unto which the LCS is proposing to deliver within the subject site.

Issues for London Borough of Tower Hamlets:

9.7 The LCS will meet many of the legacy commitments for the borough and could be considered to contribute towards convergence through its physical contribution of delivering new housing and supporting social infrastructure, thereby raising the standards of living of existing and future residents.

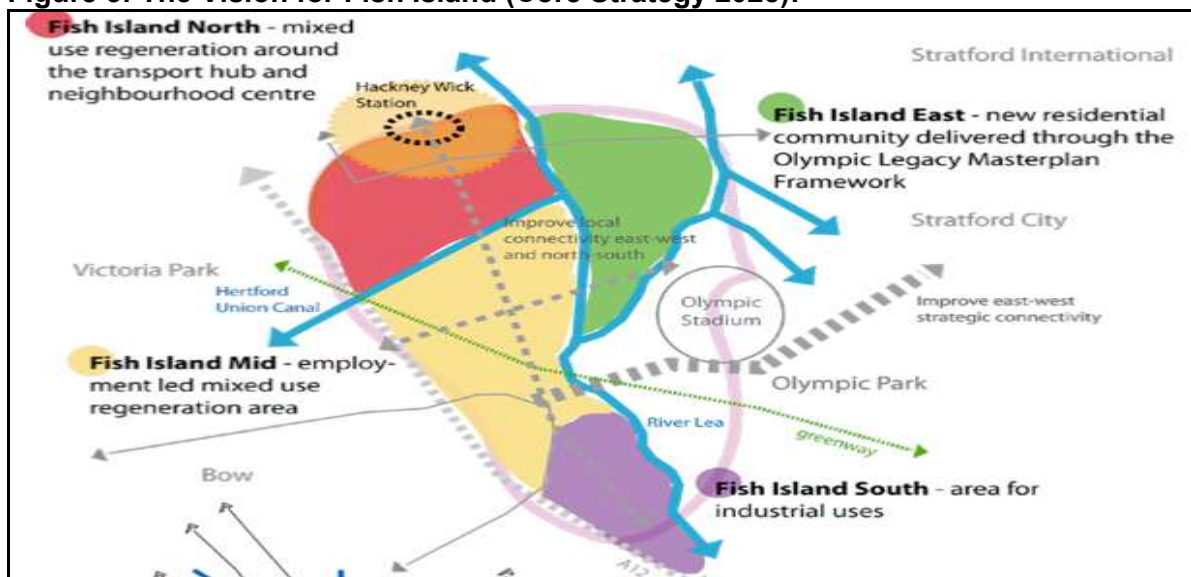
- 9.8 The LCS is seeking to achieve convergence by delivering 6,870 new homes within the application site over the next 20 years. This is welcomed because LBTH has approximately 23,000 people on its housing waiting list (January 2012) so the proposal will contribute to meeting some of this acute housing shortage. Furthermore the commitment to the provision of high quality accommodation and family sized dwellings will raise the standards of living and specifically address the local needs of Tower Hamlets residents many of whom experience overcrowding.
- 9.9 The new physical connectivity via two new bridges across the River Lea Navigation canal and the upgrading of existing routes to/from Fish Island to the Olympic parkland areas will mean better access for residents to the major employment centre of Stratford. The scheme will provide for new supporting community facilities like schools, health centres as well as high quality leisure and amenity space in the Queen Elisabeth parkland. The on going programme of construction and end phase businesses and community operations within the future parkland area will create opportunities for training, skills and employment on site for local residents.
- 9.10 The proposals, however, only partially reflect the original legacy from 2007 with the intention of regenerating the whole Olympic park area under one masterplan outline planning application. For example, the LCS does not seek to apply for new development on the major pieces of infrastructure like the Olympic Stadium and International Broadcast Centre and Media Press Centre (IBC/MPC), southern plaza and remaining parkland area. These development plots make up approximately 50% of the total Olympic park land area under the ownership of the newly formed London Legacy Development Corporation (LLDC). The decision to not include these significant land areas may threaten the impact of achieving convergence. In this respect the LCS proposal arguably lacks a holistic vision and strategy for the regeneration of wider area.
- 9.11 While the residential led nature of the development is broadly welcomed it does not address all the regeneration objectives of convergence, which are relevant to Tower Hamlets residents. These include defining factors of improved socio-economic conditions like employment generation, educational attainment and safer healthy communities. In these respects it is difficult to assess the wider effects of this application in raising the standards of living for residents in local communities surrounding the site. It recognised, however, that there will be better provision and access to the public services and amenity as a result of this proposal.
- 9.12 It should also be noted that without any legally binding commitment within this planning application to address the above mentioned convergence issues then its impact on improving socio-economic conditions should not be overstated. As a consequence the LCS is heavily reliant on processes and negotiations outside the control on this planning application. For example, frequent references are made to the London Legacy Development Corporation role as a regeneration body over the coming years which may indeed be true but cannot be considered material to the planning assessment.
- 9.13 Officer Recommendation:
- The Committee endorse securing commitments within the S106 legal agreement to measurable and monitored socio-economic targets in accordance with the 2011-2015 SRF Action Plan to ensure the proposal raises the standards of living of existing and future borough residents up to 2031.

10.0 ISSUE 2: PRINCIPLE OF LAND USE

- 10.1 At national level, planning policy promotes the efficient use of land with high density, mixed-use development and encourages the use of previously developed, vacant and underutilised sites to deliver housing especially affordable accommodation.

- 10.2 Locally the Councils Core Strategy 2025 and the draft Fish Island Action Plan anticipates the regeneration of Olympic Park area as a comprehensive mixed-use redevelopment to provide housing, a school, commercial floorspace, open space and other compatible uses. Therefore the proposals are welcomed and supported in principle.
- 10.3 The regeneration of sites such as this within East London is also a strategic target of the London Plan (2011). Policy 1.1 states “the development of east London will be a particular priority to address existing need for development, regeneration and promotion of social and economic convergence with other parts of London and as the location of the largest opportunities for new homes and jobs”.
- 10.4 The comprehensive regeneration of Olympic Park will provide new affordable housing units and further increase the supply of high quality affordable and private housing for borough residents. The principle of increased private and affordable housing supply at the site is supported by London Plan Policy 3.3, which states that boroughs should increase housing supply in particular “through the potential to realise brownfield housing capacity through the spatial structure. The current target for Tower Hamlets is set at 2,885 units per annum of which 651 units will be provided in this location.
- 10.5 The proposal has the potential to successfully implement local regeneration priorities. For example, The London Borough of Tower Hamlets Core Strategy 2010-2025 states that Fish Island will be “A mixed-use, sustainable community offering a unique place to live and work, right next to the Olympic Park and within walking distance of Stratford City. Taking full advantage of its “fringe” location, Fish Island will become a place for business, enterprise, new homes, schools, health facilities, parks and waterways. Through diversifying and intensifying its employment offer, investment and new job opportunities will be delivered.”
- 10.6 Among other issues the policy seeks the development of accessible job creation and places great emphasis on high quality urban design that balances both accessibility and security.
- 10.7 The draft Fish Island Area Action Plan (AAP) dated January 2012 states that “Fish Island will develop as an integrated part of Tower Hamlets to become a great place to live, work and visit, with new homes, affordable housing and space for business, innovation and industry. Fish Island will benefit from a unique setting that links together the Olympic Park and legacy opportunities to the east with existing communities to the west.”

10.8 **Figure 3: The Vision for Fish Island (Core Strategy 2025):**



10.9 The AAP states that Fish Island East will become a new residential community coming forward through the Olympic Legacy. The character will be medium density housing for families with easy access to the waterways, parks, sports and leisure facilities inherited from the 2012 games. A new school, playing fields, community facilities and a local park will provide a focus for new communities in Fish Island East. The illustrative masterplan for PDZ 4 in **Figure 4** shows how the LCS proposal broadly complies with the boroughs vision and emerging policies for the area.

Officer Recommendation:

10.10 Officers recommend the Committee endorse support for the proposed land uses across the LCS area and in particularly for PDZ 4 in Tower Hamlets because it accords with the Fish Island AAP. Full support should only be given once the necessary social and economic infrastructure mitigation package is known to the Council.

10.11 Currently the draft Section 106 agreement and supporting financial viability appraisal is absent from the application submission documents. Therefore it is requested that Committee endorse further discussion with the ODA, as local planning authority, and the applicant to ensure commitments are controlled via the planning permission should consent be granted.

11.0 ISSUE 3: HOUSING

Explanation:

11.1 In February 2012 the Olympic Park Legacy Company submitted revisions and additional information to its Legacy Communities Scheme documents.

11.2 The LCS is proposing a maximum of 6,870 across the site of which at least 35% will be affordable homes.

11.3 Table 1 below shows that PDZ 4 in Tower Hamlets will accommodate a maximum of 651 new homes of which 309 (47%) will be affordable. Affordable housing is defined by the applicant as social rented, affordable rented and intermediate accommodation. A remaining total of 342 units will be open market dwellings. **Tables 1-3** set out the applications housing mix.

11.4 **Table 1: Site Wide Housing Split by Tenure and Amount across each Zone:**

Planning Delivery Zones	Maximum Total Units	Affordable housing 35%	Unit size mix (%)	
		Social rented: Affordable rented: Intermediate (30:30:40)	Studio, 1+2 bedrooms	Family Housing
PDZ1	1,787	352 [93:93:166]	85%	15%
PDZ2	878	307 [97:97:112]	76%	24%
PDZ4	651	309 [95:95:120]	39%	61%
PDZ5	887	380 [115:115:149]	39%	61%
PDZ6	960	270 [82:82:107]	16%	84%
PDZ8	1,311	554 [168:168:218]	65%	35%
PDZ12	398	211 [60:60:91]	54%	46%
Total	6,870	2,383 [710:710:963]		

Source: LCS technical analysis (2011) - Amended 2012

11.5 **Table 2 – Percentage Tenure Split across the Tenure Types within the Zones**

PDZ	Market Units	Intermediate Units	Social Rented Units	Affordable Rent Units	100% check
	65%	14%	10%	10%	100%
PDZ1	80%	9%	5%	5%	100%
PDZ2	65%	13%	11%	11%	100%
PDZ4	52%	18%	15%	15%	100%
PDZ5	57%	17%	13%	13%	100%
PDZ6	72%	11%	9%	9%	100%
PDZ8	58%	17%	13%	13%	100%
PDZ12	47%	23%	15%	15%	100%

Source: LCS technical analysis (2011) - Amended 2012

11.6 **Table 3 – Affordable Housing Unit Types in PDZ 4**

PDZ4 Units	LCS Flexibility/Range
1 or 2 Bedroom Flats	0.00%
3 Bedroom Units	27.3-29.3%
4+ Bedroom Units	20.7-22.7%
Total	50%

Source: LCS technical analysis (2011) - Amended 2012

Issues for London Borough of Tower Hamlets:

- 11.7 LBTH has amongst the highest levels of housing need in London, evidenced by the size of its housing waiting list which is currently estimated at 23,000 persons (January 2012). Therefore it welcomed that the planning application is seeking to address the needs of the borough by proposing a large quantity of new homes across the site. This complies with Policies SP02 of Core Strategy (2010); DEV3 of the Unitary Development Plan 1998; and policy DM3 of Draft Managing Development DPD (2012).

Amount

- 11.8 The applicants *Revised Social Infrastructure and Housing Statement* proposes to deliver 651 new housing units in PDZ4 in Tower Hamlets. The draft Fish Island AAP sets a target range of approximately 2,800 homes to be delivered across the area with a suggested capacity of between 600-900 new units within PDZ 4 (Fish Island East) based on density criteria. On this basis the proposal complies with the density range set within Policy FI 4.5 of the AAP.
- 11.9 47% (309 units) of these 651 units will be for affordable housing, which is close to the Council's minimum policy requirement of 35% with a target of 50%. It is important to note that this percentage is measured by unit and once built will be higher if measured by habitable room which is the Council preferred method of assessment.
- 11.10 It remains to be seen whether the level of affordable housing site wide within PDZ4 is maximised to meet the boroughs housing needs as identified its Strategic Housing Needs Assessment (SHMA) undertaken in 2009. For example, the applicant to date has not shared financial viability information to demonstrate why the proposal cannot achieve higher levels of affordable accommodation.

Tenure

- 11.11 The proposed tenure split in **Table 1** shows there to be 95 Social Rent, 95 Affordable Rent, and 120 Intermediate in PDZ 4 which equates to a split ratio of is an approximate 60:40 in favour of rented. While this accords with the Mayor of London's targets, it does not meet LBTH policy, which requires a 70:30 split. Therefore it is recommended that an additional 10% in the Intermediate to be switched to the rented element.

Type

- 11.12 The Statement suggests that there will be a range of household types such as town houses, mews, maisonettes and apartments, which would offer a range of choices for residents in the Borough and this is generally supported. This accords with the Fish Island APP which states that Fish Island East "*will become a new residential neighbourhood that will include a range of house types*".

Mix

- 11.13 The entire affordable element of PDZ4 proposes only 3+ bedrooms (**Table 3**) which is welcomed because it meets an identified housing need as the borough has a priority to deliver new large rented family homes. It also accords with the AAP Policy FI 4.5.
- 11.14 There is a concern regarding the lack of one and two bedroom properties within the affordable provision. It contravenes planning policy on creating sustainable housing mix and also does not meet the needs of all the boroughs residents. Therefore it a recommendation of this report that one and two bedroom affordable dwelling units are provided in addition to the 3 bedroom affordable family dwellings units. It is important to note that it will not be acceptable for the applicant to compromise the existing quantum of proposed family units to make way for a rebalanced mix in this respect.
- 11.15 In the absence of a supporting financial viability toolkit, it should be assumed the application is able to accommodate this new provision unless evidence is submitted to the borough that demonstrates otherwise.
- 11.16 The mix of intermediate affordable housing is acceptable as it is considered a realistic aspiration target given high property values in the Borough and it is also in line with the London Mayor's Housing Strategy.

Affordable Rent Levels

- 11.17 The Olympic Legacy Company's proposal is to deliver 50% of the rented units at Social Rents and 50% at Affordable rents.
- 11.18 The proposed affordable rents are:
- 1 bed – 80% of Market Rent
 - 2 bed – 70% of Market Rent
 - 3 bed – 60% of Market Rent
 - 4 bed – 50% of Market Rent
- 11.19 These are above what LBTH would accept. Market rents in LBTH are high and household incomes are generally low for residents in housing need as has been borne out in recent research undertaken for East London.

11.20 LBTH would only consider Affordable Rented at the following percentages of market rent (inclusive of all service charges):

- 1 bed – 65%
- 2 bed – 55%
- 3 bed – 50%
- 4 bed plus – 45%

11.21 LBTH seeks to maximise the level of social rented homes, however where viability constraints can be justified it would consider Affordable Rented homes. At the date of this report LBTH have not reviewed any supporting viability assessment of the scheme and therefore cannot support the levels of rent targeted for PDZ 4.

Nominations

11.22 At the date of this report the arrangements for nominations of affordable housing across the LCS areas are not known or detailed within the planning application. The Council is currently in dialogue with the applicant, the ODA and Host boroughs regarding this issue.

Market Housing

11.23 The proposed market housing mix is reliant on delivering studio, one and two-bedroom accommodation. No family accommodation (3 bedroom +) is proposed within this tenure. This is non compliant with planning policy as the borough does not support studio accommodation and also requires a more sustainable housing mix to include 3 bedroom plus to meet the needs of residents.

Officer Recommendation:

11.24 Given that regeneration and a positive legacy are primary aims of the 2012 Games, the Committee is requested, should planning consent be granted by ODA, to endorse the following recommendations:

- The applicant commits to at least 47% affordable housing provision in PDZ4. This should be controlled via the Section 106 agreements.
- Agree target affordable rent levels are set nearer the 50-65% range so that new homes are affordable to existing and future residents in LBTH.
- Request additional 1 and 2 bedroom dwellings within the affordable housing provision are included in order to deliver a more sustainable mix and meet local housing need.
- Request that the mix of tenure be reconsidered in accordance with local need of the borough so it accurately reflects *actual* levels of demand towards 70:30 (social rent: intermediate accommodation).
- Nominations are agreed and controlled through the S106 and Rent and Nominations agreement (once agreement is reached between Host Boroughs) in consultation with LBTH
- Request that the Social Rented, Affordable Rent, Intermediate and private sale homes are pepper-potted evenly across the development.

12.0 ISSUE 4: EMPLOYMENT, TRAINING AND SKILLS

Explanation:

12.1 As part of the LCS proposal the applicant has submitted an *Employment Statement* to support the outline planning application. This sets out the policy context of the application against baseline line conditions for employment among the four Host boroughs. **Table 4** below clearly shows that Tower Hamlets has the lowest employment rate in 2010 of the

four Host boroughs with only 87% of economically active residents in employment against 91% which is the London average.

12.2 **Table 4: Economic Activity Levels**



12.3 In response to high levels of unemployment that averages at 11.3% amongst the four Host Boroughs, the LCS proposal states that its 'maximum employment impact' will propose approximately 130,000 sqm of employment generating floorspace that will in turn yield some 4,421 new jobs by 2031.

12.4 While not part of this planning application, the Statement seeks to acknowledge that a further 3,799 job will be created from the other surrounding land uses within the Olympic Park post 2012 namely the retained venues, IBC/MPC, stadium and Arcelor Mital Orbit visitor attraction. It further recognises the LCS proposals should be considered in context to the wider strategic regeneration of the area such as existing and proposed employment programmes and initiatives to be taken forward by the LLDC up to 2031.

Issues for Tower Hamlets:

13.5 Tower Hamlets is one the most deprived local authorities in London and England with levels of deprivation and unemployment further intensified as a result of the economic downturn. In September 2011 (latest figures) the employment rate in Tower Hamlets was 59.1%, which is 8.9 percentage points behind the London rate and 10.9 percentage points behind the England rate.

13.6 Tower Hamlets has the 5th highest unemployment rate out of all 33 London boroughs. The proportion of working age residents in the borough with no qualification is 12.4%, this is higher than both the London and England equivalent, figures are 9.9% and 11.3% respectively.

13.7 Deprivation in Tower Hamlets is widespread and the 2010 Indices of Multiple Deprivation data indicates that the borough remains one of the most deprived areas in the country. Indicator measures upon which the borough performs worst are housing and income deprivation. On the income and employment scale measures (this reflects the actual numbers of people experiencing income and employment deprivation in an area) Tower Hamlets ranks 10th most income deprived and 38th on the employment scale in England.

13.8 Bow East ward is the closest Tower Hamlets ward to the Olympic Park area and has an acute unemployment rate that is 6.6% higher than the borough average and significantly higher than the London and England. The proportion of residents on key out-of-work

benefits is 18% in Bow East, compared to 16.2% in Tower Hamlets. Thus, in terms of income and employment Bow East ward is more deprived than the borough as a whole.

- 13.9 Therefore maximising investment and job creation from the Olympics Games and the LCS is a priority for the borough through the promotion and support of key regional centres to deliver job growth and opportunities as set out in Policy SP06 of the Core Strategy.
- 13.10 The nature of the LCS outline planning application is predominantly residential in land use quantum with less than 13% of the overall floorspace being applied for as having the potential to be employment generating. Much of the proposed non residential land use produces low employment density yields like hotels, retail and community facilities.
- 13.11 Therefore the expectations that the LCS will have a significant impact on increasing employment opportunities and job creation to address high unemployment levels in the borough should not be over estimated.
- 13.12 This is a disappointing given the original pledges made by LOCOG at bid stage and OPLC throughout the build up to the Games in 2012 together with the Legacy Communities Scheme outline application submission. The Host boroughs have consistently raised this as an issue throughout the pre-planning discussions with the OPLC, particularly raising concerns in 2010 regarding the applicants decision to remove key employment generating land parcels like the stadium and the IBC/MPC from the LCS outline planning application.
- 13.13 In terms of wider impact beyond the LCS proposal, it is noted that Games construction period over the last 5 years has created local job opportunities, apprenticeships and Games time employment for borough residents hospitality and catering, cleaning, security, retail & ticketing, and logistics. In terms of such numbers, the Councils Employment and Enterprise Team estimate that 1,668 LBTH residents have worked on the construction of the Olympic Park site over the past 5 years and 230 LBTH residents are currently employed directly by LOCOG and this represents 8.3% of LOCOG's total workforce. Furthermore some 1,279 job offers so far have been made to LBTH residents by LOCOG contractors.
- 13.14 This is positive and LBTH along with partner Host boroughs want to ensure that those people who have secured Games time employment will have the support available to retain jobs where practical or progress to other employment opportunities after the Olympics in legacy stage.
- 13.15 In summary, however, the LCS proposal in planning terms will have a minimal impact upon job creation and employment growth once built. This is due to the predominant residential nature of the application that tends to be generate low employment yields. In this respect the LCS will not necessarily achieve the SRF convergence target of creating 120,000 new jobs by 2031 among the East London boroughs. It relies heavily upon other surrounding land uses, proximity to major regional centres, and regeneration initiatives and programmes covered by multiple agencies such as the LLDC to deliver these objectives.

Officer Recommendations:

- 13.16 The Committee endorse the request for target-based obligations within the S106 to secure maximum economic benefit for local residents in LBTH relating to local employment training and skills.
- 13.17 Such activities should reflect and continue previous successes in relation to local employment and procurement activities associated with the Olympic Games and legacy activities, as well as emerging requests and cooperation with the LLDC.
- 13.18 In the absence of this commitment the Council will seek financial contributions and/or other

forms of economic benefit.

14.0 ISSUE 5: EDUCATION PROVISION

Explanation:

- 14.1 The LCS is proposing two new primary schools and one new secondary school across the site application site. One of the proposed primary schools will be located in the PDZ 4 in Fish Island East and will be 3 Forms of Entry (3FE). There is also a proposed nursery school provision within PDZ 4.
- 14.2 The application will provide for a secondary school in PDZ 12 in the London Borough of Newham but there is no proposed secondary expansion or provision in the other areas of the site or beyond the boundary.
- 14.3 The London Borough of Tower Hamlets and Hackney (LBH) have been jointly discussing with the applicant and ODA the likely child population yields resulting from the LCS development. At the date of this report there is disagreement on the method of calculating this figure.
- 14.4 For example, the applicant has calculated child yields applying 2001 census information using survey data from the London Borough of Wandsworth. In contrast LBTH and LBH have applied 2011 survey data taken from the ward of Leabridge in Hackney and consider it more appropriate and up to date when assessing potential population demand generated by the development. Leabridge data is also more comparable to sensitivities in this part of East London and reflects more accurately local demographics.
- 14.5 The results (**Table 5**) of this exercise show clear differences in child yield projections as calculated jointly by the LBTH and LBH:

Table 5: Child Yield Projections from LCS Development

Population Type	Applicant (Child Yield)	LBTH and LBH (Child Yield)
Primary child yield (age 5-11)	1,471	1,755
Secondary child yield (age 11-16)	742	1,035
Primary school yield after 10% discount*	1,324	1,680
Secondary school yield after 10% discount	688	932
Primary demand	6.59	7.52
Secondary demand	5.45	6.21
Total population from LCS development	15,391	17,253

* 10% discount to take account of movement to independent/other schools

Issues for London Borough of Tower Hamlets:

Nursery Provision

- 14.6 The provision of 200sqm of new nursery space (Class D1) in PDZ 4 is welcomed and considered appropriate to mitigate the population uplift of the development that is expected to produce a high child yield.

Primary School Provision

- 14.7 The LCS proposal seeks to provide a 3 Form Entry (FE) Primary School at PDZ 4 in the south of the site.
- 14.7 This is welcomed and complies with Policy FI 4.6 of the draft Fish Island Area Action Plan which identifies provision of 3FE school on a site of 0.5 hectares in size within the Fish Island community. The policy identifies a school to be located within the area known as Fish Island Mid, although it recognises most of this land is within private land ownership and presents significant challenges for Tower Hamlets as the local authority to assemble through the Compulsory Purchase process.
- 14.8 Therefore given the applicants land is within public ownership and accessible to existing residents in the East of the borough via new bridge connections then it considered an appropriate site.
- 14.9 Furthermore the applicant's decision to locate the school on Monier Road as part of these discussions enables the new school to be accessible via public transport on a potential new London bus route. The additional playing field further improves the amenity of the school and enlarges its footprint in land use terms as a means of future proofing expansion.

Secondary School Provision

- 14.10 Tower Hamlets currently forecasts the need for two additional secondary schools to be provided within the Borough by 2021 based on population projections not including the LCS proposal. Current research and evidence supported by the Councils Directorate of Children, Schools & Families using the GLA School Roll Projection Service shows a shortfall of 5 Forms of Entry (FE) of secondary school provision by September 2017. Overall, the current forecasts indicate a need for an extra 13 FE of secondary provision by 2021, with a further 2FE (approx) arising from development in Fish Island.
- 14.11 This indicates that an additional 6FE secondary school is required to be built by 2018 within the Eastern area of the borough near the Olympic Park area to meet the demand arising from new development taking into account the LCS proposal. Requirement is over and above the planned new capacity identified within the Bow Lock site, which will provide an extra 4FE of capacity with the relocation and expansion of Bow School.
- 14.12 It should be noted that secondary school roll projections in the neighbouring London Borough of Hackney indicate that by 2017 there will be a requirement for an additional 6FE in secondary provision to meet their target of accommodating 80% of their borough's year 7 transfer cohort, excluding any demand arising from the LCS. For example the E5 and E9 post codes which include Hackney Wick, Homerton and Clapton, have the greatest supply issues.
- 14.13 As **Table 5** demonstrates, the population uplift from the LCS development as calculated using the Leabridge yield data provided by the LBTH and LBH produces a much higher yield of 17,253 new persons by 2031. The applicant predicts the new population to be approximately 13% lower at 14,940 new persons in the same period. The resulting child yield in need of secondary school provision is estimated to be 918 children age 11-16 compared to the applicants prediction of 817 children as calculated using the 2001 census data. Officers of LBTH and LBH consider the applicants approach of holding to the 2001 census based modelling as the main estimate of potential demand as inadequate. It is considered that Leabridge ward based population modelling is the most robust population

yield figure which should be reflected in the plans for on site mitigation.

- 14.14 The LCS is not proposing to mitigate the impact of this increased child yield on the already stressed Olympic park fringe communities of LBTH and LBH. Therefore the proposed LCS proposal is deemed unsustainable and deficient with regard to mitigating the demand for secondary school provision.
- 14.15 At the date of this report the applicant has not proposed to mitigate this impact upon LBTH and LBH via the planning application and S106 agreement. Instead the applicant maintains that an expanded Rick Roberts Way School and new Chobham Manor secondary school in Newham will absorb and serve a new population.
- 14.16 In response LBTH consider the location of the secondary school being provided on Rick Roberts Way (RRW) as being problematic both in terms of its accessibility to pupils in Tower Hamlets and in terms of its local catchments serving Newham. This school is not on a direct bus route from the site and is more than a 25 minute walk from it. The future RRW school's potential catchment area may exclude Tower Hamlets pupils in so far as this is compatible with the statutory requirements for school admissions. Furthermore the new Chobham Manor Academy is due to open in September 2013 and will cater for nursery to 6th form pupils. It will principally serve residents of Newham.
- 14.17 At the date of this report dialogue on this issue is ongoing and in response to LBTH concerns the applicant has suggested a series of 'corporate commitments' to the borough via a memorandum of understanding issued by the LLDC. This may extend outside the LCS planning application regarding future secondary school provision in the western fringes area of the Olympic Park, namely Fish Island. However there are concerns that without these commitments being enshrined within a draft Section 106 planning agreement attached to the land then there it may have limited legal status and enforceability.

Officer Recommendation:

- 14.18 Officers recommend the Committee endorse support for the inclusion of secondary school infrastructure commitments on site or within a S106 agreement and/or equivalent binding memorandum of understanding between the local authority and LLDC. Discussions regarding the content of this agreement are ongoing.

15.0 ISSUE 6: TRANSPORT AND HIGHWAYS

Explanation:

- 15.1 Connectivity will be a crucial factor in the sustainability of the Games legacy for the resident's of the borough. The LCS proposes two new bridges (H14 & H16) that will cross the River Lea Navigation canal (east-west) located at PDZ4 in Tower Hamlets to physically connect the borough and the Olympic parkland estate.
- 15.2 Post Games, the LCS proposes a new highway network for PDZ 4 which will create grid patterned streets that will adjoin in an east-west direction to the existing streets of White Post Lane, Monier Road and Roach Road in Fish Island. The existing Olympic Loop Road that runs north south through Fish Island East will be relocated eastwards towards the stadium and create land parcels for new development. **See Figure 2.** A canal side park will run along the eastern side of the River Lea Navigation canal for pedestrian and cyclists only. The existing 'dog leg' junction east of the Kings Yards energy centre on Carpenters Road in the of north PDZ 4 will be reconfigured to improve north-south movement.
- 15.3 In terms of public transport infrastructure the LCS has already benefitted from large scale public investment in preparation for the area hosting the 2012 Games. This includes

upgrading London Overground services, new regional and international rail stopping services at Stratford, extension of the DLR from Woolwich to Stratford International and a series of cycling and pedestrian improvements across the surrounding canal network and Rights of Way. In addition, the LCS seeks to commit to new London Bus services and upgrade the Hackney Wick Overground station, although the exact financial contributions are not known at the date of this report. It should also be noted that the new regional Crossrail services are earmarked to serve the site by 2018.

- 15.4 Approximately 4,605 car parking bays are applied for across the site to support 6,780 new homes which equates to an average of 0.68 bays per dwelling. In PDZ 4 the amount of car parking is 732 car parking bays across all land uses with 688 spaces to serve 651 new homes. This equates to ratio levels of 1.06 bays per dwelling.

Issues for London Borough of Tower Hamlets

- 15.5 Currently the site is isolated by river, rail and road networks and therefore the new physical interventions and significant investment in public transport infrastructure is crucial to ensure the Olympic parkland estate is better connected locally to Tower Hamlets neighbourhoods post 2012.
- 15.6 The proposal to commit to two new bridges is supported because it connects Tower Hamlets communities to a major centre of employment, leisure and amenity. Clarification is sought from the applicant regarding the maintenance and upkeep of the new bridges post 2012. Should Tower Hamlets be local highways authority for the bridges then the applicant is expected to contribute annual maintenance charges in perpetuity as controlled via the Section 106 agreement or a Section 38 Highway agreement. To date no such commitment has been made.
- 15.7 There is a concern the LCS application is not committing any further connections off site between Bow and Fish Island to overcome the physical barrier of the A12 and this remains a long term aspiration of the borough. Historic pledges by the OPLC to fulfil these aspirations have fallen away during the course of the planning process and without future certainty for funding from the LLDC, it may not be delivered anytime soon.
- 15.8 In terms of public transport infrastructure, the LCS should continue the wider investment in local services particularly new London Buses connecting Tower Hamlets communities to the parkland area and beyond to Stratford. Hackney Wick station is also in need of modernisation and planning contributions are requested to mitigate the impact of the new development on train line services.
- 15.9 Regarding the impact on highways managed and maintained by LBTH, the submitted transport assessment to date has not made any firm commitments to mitigate the LCS's new higher levels of traffic in the area. This is especially relevant to the additional stress on the Monier Road junction with Wansbeck Road, Crown Close roundabout in the east of the borough. The main reason for the predicted adverse traffic impact is due to the LCS proposals for high levels of car parking, which exceed the borough's policy maximum of 0.5 spaces per dwelling across the site.
- 15.10 Locally within PDZ 4 in Tower Hamlets the proposal exceeds the London Plan which sets out that areas within good Public Transport Accessibility Levels (PTAL) should seek significantly less than 1 space per dwelling. The LCS is proposing 1.06 spaces per dwelling which is contrary to this policy and levels permitted across major new developments in the borough since 2006, which averages at approximately 0.3 spaces per dwelling. Therefore, it is considered that the proposed parking levels for the new development are excessive. Furthermore high parking levels create knock on adverse impacts upon health, safety, environmental sustainability and increased congestion on the local and regional highway network including the A12 and A13 trunk roads.

- 15.11 Officers reject the applicants recent evidence, via its *Revised Development Specification and Framework dated February 2012*, to reclassify and downgrade the Public Transport Accessibility Levels (PTAL) of PDZ 4 in Fish Island from PTAL 4 to 3 and consider it a cynical attempt to justify higher levels of car parking against planning policy.

Officer Recommendations

- 15.12 In order to provide the best possible benefits to Tower Hamlets' residents, the Committee is requested to endorse the following:
- To ensure the construction of the two permanent bridges is mandatory and cannot be withdrawn at a later stage. Planning permission should only be given on the condition that these are replaced with permanent structures after the Games via Grampian condition prior to commencement of development.
 - To ensure permanent bridges should be scheduled so that there is always one of the two bridges available at all times and annual maintenance charges are committed to by the developer and funded should they be adopted by LBTH local highway authority.
 - To secure contributions towards upgrading local public transport infrastructure including new London Bus routes in Fish Island and Hackney Wick station.
 - To ensure the applicant commits to mitigating the impacts on LBTH highways and junctions by either reducing the level of car parking at PDZ 4 and/or providing for financial contributions towards junctions improvements.
 - To secure adequate financial mitigation to invest in local public transport infrastructure within the S106 agreement to make the development acceptable.

16.0 ISSUE 7: OPEN SPACE

Explanation:

- 16.1 The open space provision will be increased as a result of the 2012 Olympic & Paralympic Games creating approximately 114.9 hectare (ha) of new open space across the new Queen Elizabeth park and estate. The majority of that consented open space (100.2ha), however, falls outside the LCS planning application boundary with just 14.7ha falling within the proposed site.
- 16.2 Following further reconfiguration the open space within the LCS planning application boundary will reduce the overall open space provision to 12.4ha (2.5ha retained and 9.9ha of new open space) but will still meet overall site wide targets approved by the 2010 planning permissions.
- 16.3 The proposed new open space will include a combination of wetlands, hard and soft landscaping, play areas, canals and diverse range of recreational leisure spaces.
- 16.4 In PDZ 4 in Fish Island, the borough will benefit from a new canal side park 1 hectare in size stretching from White Post Lane in the north to the new Monier Road bridge in the south. There will also be new provision via a school playing field that has the potential to be publicly accessible for local residents. Furthermore the site will be adjoined by the new Great British Garden built for the 2012 Games on the east side of Fish Island (East).

Issues for London Borough of Tower Hamlets:

- 16.5 The hosting of 2012 Olympic Games has enabled the delivery of large regional open space at Queen Elizabeth Park to serve residents of the borough and this welcomed.

The LCS will deliver 9.9 hectares of new open space to support the potential of between

- 16.6 15,000-17,000 new residents (**See Table 5 above**) which will fall short of the boroughs standard of 1.2 hectares per 1,000 population. None-the-less the improvement to the quality, usability and public accessibility of existing open spaces, parkland, play areas, waterway networks and leisure spaces is considered to outweigh this shortfall.
- 16.7 Within PDZ 4 the delivery of a new 1ha linear park open space on the canal is welcomed particularly as it can be used and enjoyed by families residing in the local area. The proposed new open space that will support the new primary school should be made publicly accessible for all of the community out of school time. The upgrades to public realm including the canal tow paths and network of new pedestrian and cycles routes into the new Queens Elizabeth Park is supported.

Officer Recommendations:

- 16.8 The Committee endorse the proposed plans for open space across the LCS area and PDZ 4 in LBTH. The section 106 planning agreement control future public access arrangements to all new open spaces including management and maintenance particularly the new open spaces proposed within the borough boundaries.

17.0 ISSUE 8: LAYOUT AND SCALE

Explanation:

- 17.1 The LCS planning application sets out a range of building heights across PDZ 4 proposing up to 4 storeys in the south where the proposed primary school is located and up to 7 storeys for residential development fronting onto the new school playing field. The middle development plots set scale limits from 7-10 storeys and up to 11 storeys on Carpenters Road. At the new junction where the loop road crosses over the Carpenters Road, known as the Belvedere, building heights are proposed to be up to 14 storeys in scale.
- 17.2 The proposed street layout is grid patterned with series of primary and secondary routes running north south and east west connecting to the existing network in Fish Island Mid (**See Figure 2 above**).

Issues for London Borough of Tower Hamlets

- 17.3 The scale and height of development as proposed within the parameter plans for PDZ4 remains the same as submitted and is still considered beyond the guiding limits of the draft Fish Island Area Action Plan (AAP). The approach seeks to measure proposed buildings heights against Above Ordnance Datum (AOD) lines which set these against 'ground level' from their lowest point across the area at the River Lea Navigation canal. This is 3 metre (+) AOD.
- 17.4 On this basis, the proposed built scale will be some 5-10 metres above the Boroughs' planning and design guidance as set out in the Fish Island AAP.
- 17.5 The reconfigured layout in the south of PDZ4 is welcomed allowing for new playing field provision that will offer some relief from the proposed scale of development across site.
- 17.6 The mid and northern areas of development site are proposed to be higher in scale than considered appropriate and remains to be seen at detailed design stage whether the new neighbourhood can deliver smaller housing typologies of terraces apartments, stacked maisonettes and mews at 3 storeys on tertiary streets as predicted by the supporting Design & Access Statement.

Officer Recommendations:

- 17.7 The Committee endorse support for the layout of the new development within PDZ 4 and request the borough is fully consulted at reserved matters stage when considering detailed design and scale of the new residential and non residential uses.

18.0 ISSUE 9: SUSTAINABLE ENVIORNMENT

Explanation:

- 18.1 The LCS submitted *Revised Renewable Energy Statement* acknowledges that a waste to energy plant is not currently viable and an alternative 'biogas CHP' strategy is considered.
- 18.2 The existing Kings Yards energy centre and energy centre in Stratford City is identified to serve the LCS development and the existing park venue and athletes village. The Statement state that is has the capacity to serve a much larger area including wider borough area. Key infrastructure connections are being proposed to ensure all the new development within the Planning Delivery Zones has access to a potential sustainable energy source.

Issues for London Borough of Tower Hamlets

- 18.3 Using renewable energy sources is a key component of reducing carbon output and tackling climate change. Future development is required to demonstrate compliance with future energy policy standards. Whilst Code for Sustainable Homes level 4 is the current appropriate standard, with advances in technology code level 5 or 6 would be requirement for subsequent phases the LCS given the long timescale of 20 years build programme.
- 18.4 The applicant commits to achieving BREEAM Excellent standard and Code for Sustainable Homes Level 4 but does not actually set out how that commitment will be achieved.
- 18.5 The borough requires that the LCS continues to set out energy demands and CO2 emission reduction measures as part of reserved matters planning applications to accord with current energy polices. These will set out how targets have been met in line with the London Mayor's energy hierarchy and the relevant policies in place at the time of the application. Any future development would therefore need to respond to the Managing Development policy DM29 which sets specific CO2 targets for Tower Hamlets.
- 18.6 There is a need for review and full assessment against standards at the time of the reserved matters applications and Tower Hamlets Sustainable Development Team support this change. Given the long build-out programme this is important to ensure that the energy strategy is still relevant at the time of implementation.

Officer Recommendations:

- 18.7 To endorse the applicants approach and seek further discussions on how sustainable energy need is delivered to PDZ 4 but also across the borough to ensure that legacy of renewable energy has a greater impact across a wider area.

19.0 CONCLUSIONS

- 19.1 All other relevant policies and considerations have been taken into account. The ODA Planning Decisions Team should consider the views and issues of the London Borough of Tower Hamlets as set out in this report and request changes to the application and control the development through appropriate planning conditions and obligations.

Appendix A

Drawing Title Drawing Reference Number:

Site Wide

LCS-DWG-APP-RED-PAR-GLB-001 01; LCS-DWG-APP-DEN-PAR-GLB-001 02; LCS-DWG-APP-OPS-PAR-GLB-001 02; LCS-DWG-APP-BRG-PAR-GLB-000-001 02; LCS-DWG-APP-BRG-PAR-GLB-000-002 02; LCS-DWG-APP-INF-PAR-GLB-001 02; LCS-DWG-APP-TOP-PAR-GLB-000-001 02; LCS-DWG-APP-TOP-PAR-GLB-000-002 REV 02; LCS-DWG-APP-UTL-PAR-PDZ8-000-006 01; LCS-DWG-APP-HWY-PAR-PDZ1_2-001 02; LCS-DWG-APP-HWY-PAR-PDZ4-001 REV 02; LCS-DWG-APP-HWY-PAR-PDZ5-001 02; LCS-DWG-APP-HWY-PAR-PDZ5-002 02; LCS-DWG-APP-HWY-PAR-PDZ6-001 REV 02; LCS-DWG-APP-HWY-PAR-PDZ8-001 REV 02; LCS-DWG-APP-HWY-PAR-PDZ12-001 02; LCS-DWG-APP-PHS-PAR-GLB-001 01; LCS-GLB-APP-FSN-001, LCS-DHN-APP-FSN-001, LCS-GLB-APP-DSF-002; LCS-GLB-APP-DEC-002; LCS-PDZ1-APP-DEC-002; LCS-PDZ2-APP-DEC-002; LCS-PDZ4-APP-DEC-002; LCS-PDZ5-APP-DEC-002; LCS-PDZ6-APP-DEC-002; LCS-PDZ8-APP-DEC-002; LCS-PDZ12-APP-DEC-002; LCS-DWG-ILL-LCT-CON-GLB-001 01; LCS-DWG-ILL-LCT-CON-GLB-002 01; LCS-DWG-ILL-MAS-CON-GLB-000 02; LCS-DWG-ILL-COM-CON-GLB-001 02; LCS-DWG-ILL-LDU-CON-GLB-001 02; LCS-DWG-ILL-LDU-CON-GLB-002 02; LCS-DWG-ILL-HGT-CON-GLB-001 02; LCS-DWG-ILL-HGT-CON-GLB-002 02; LCS-DWG-ILL-HGT-CON-GLB-003 01; LCS-DWG-ILL-HGT-CON-GLB-004 01; LCS-DWG-ILL-ACS-CON-GLB-001 02; LCS-DWG-ILL-TOP-CON-GLB-0000-001 01; LCS-DWG-APP-TOP-PAR-GLB-002 01; LCS-DWG-ILL-HWY-CON-GLB-001 02; LCS-DWG-ILL-BRG-CON-GLB-000-001 02; LCS-DWG-ILL-BRG-CON-GLB-000-002 02; LCS-DWG-ILL-DRG-CON-GLB-000-01101; LCS-DWG-ILL-DRG-CON-GLB-000-012 01; LCS-DWG-ILL-UTL-CON-GLB-000-012 01; LCS-DWG-ILL-UTL-CON-GLB-000-013 01; LCS-DWG-ILL-UTL-CON-GLB-000-014 01; LCS-DWG-ILL-UTL-CON-GLB-000-015 01; LCS-DWG-ILL-UTL-CON-GLB-000-016 01; LCS-DWG-ILL-UTL-CON-GLB-000-017 01

Planning Development Zones:

PDZ1

LCS-DWG-APP-LDU-PAR-PDZ1-001 02; LCS-DWG-APP-LDU-PAR-PDZ1-002 02; LCS-DWG-APP-HGT-PAR-PDZ1-001 02; LCS-DWG-APP-HGT-PAR-PDZ1-002 02; LCS-DWG-APP-OPS-PAR-PDZ1-001 01; LCS-DWG-APP-HWY-PAR-PDZ1-001 02; LCS-DWG-APP-DEN-PAR-PDZ1-001 02; LCS-DWG-APP-TOP-PAR-PDZ1-001 01; LCS-DWG-ILL-RED-CON-PDZ1-001 01; LCS-DWG-ILL-COM-CON-PDZ1-001 02; LCS-DWG-ILL-MAS-CON-PDZ1-002 02; LCS-DWG-ILL-UTL-CON-PDZ1-000-001 01; LCS-DWG-ILL-UTL-CON-PDZ1-000-002 01; LCS-DWG-ILL-UTL-CON-PDZ1-000-003 01; LCS-DWG-ILL-UTL-CON-PDZ1-000-004 01; LCS-DWG-ILL-UTL-CON-PDZ1-000-005 01

PDZ2

LCS-DWG-APP-LDU-PAR-PDZ2-001 02; LCS-DWG-APP-LDU-PAR-PDZ2-002 01; LCS-DWG-APP-HGT-PAR-PDZ2-001 02; LCS-DWG-APP-HGT-PAR-PDZ2-002 02; LCS-DWG-APP-OPS-PAR-PDZ2-001 02; LCS-DWG-APP-ACS-PAR-PDZ2-001 02; LCS-DWG-APP-DEN-PAR-PDZ2-001 01; LCS-DWG-APP-TOP-PAR-PDZ2-001 01; LCS-GLB-APP-DSF-002 164; LCS-DWG-ILL-RED-CON-PDZ2-001 01; LCS-DWG-ILL-COM-CON-PDZ2-001 02; LCS-DWG-ILL-MAS-CON-PDZ2-002 01; LCS-DWG-ILL-UTL-CON-PDZ2-000-001 01; LCS-DWG-ILL-UTL-CON-PDZ2-000-002 01; LCS-DWG-ILL-UTL-CON-PDZ2-000-003 01; LCS-DWG-ILL-UTL-CON-PDZ2-000-004 01; LCS-DWG-ILL-UTL-CON-PDZ2-000-005 01

PDZ4

LCS-DWG-APP-LDU-PAR-PDZ4-001 02; LCS-DWG-APP-LDU-PAR-PDZ4-002 02; LCS-DWG-APP-HGT-PAR-PDZ4-001 02; LCS-DWG-APP-HGT-PAR-PDZ4-002 02; LCS-DWG-APP-OPS-PAR-PDZ4-001 02; LCS-DWG-APP-ACS-PAR-PDZ4-001 01; LCS-DWG-APP-DEN-PAR-PDZ4-001 02; LCS-DWG-APP-TOP-PAR-PDZ4-000-001 02; LCS-DWG-APP-INF-PAR-PDZ4-001 02;

LCS-DWG-ILL-RED-CON-PDZ4-001 01; LCS-DWG-ILL-COM-CON-PDZ4-001 02; LCS-DWG-ILL-MAS-CON-PDZ4-002 02; LCS-DWG-ILL-UTL-CON-PDZ4-000-001 01; LCS-DWG-ILL-UTL-CON-PDZ4-000-002 01; LCS-DWG-ILL-UTL-CON-PDZ4-000-003 01; LCS-DWG-ILL-UTL-CON-PDZ4-000-004 01; LCS-DWG-ILL-UTL-CON-PDZ4-000-005 01

PDZ5

LCS-DWG-APP-LDU-PAR-PDZ5-001 02 ;LCS-DWG-APP-LDU-PAR-PDZ5-002 02 ; LCS-DWG-APP-HGT-PAR-PDZ5-001 02 ; LCS-DWG-APP-HGT-PAR-PDZ5-002 02 ; LCS-DWG-APP-OPS-PAR-PDZ5-001 02 ; LCS-DWG-APP-ACS-PAR-PDZ5-001 02 ; LCS-DWG-APP-DEN-PAR-PDZ5-001 02 ; LCS-DWG-APP-TOP-PAR-PDZ5-000-001 02 ;
LCS-DWG-APP-INF-PAR-PDZ5-003 02 ; LCS-DWG-ILL-RED-CON-PDZ5-001 01; LCS-DWG-ILL-COM-CON-PDZ5-001 02; LCS-DWG-ILL-MAS-CON-PDZ5-002 02; LCS-DWG-ILL-UTL-CON-PDZ5-000-001 01; LCS-DWG-ILL-UTL-CON-PDZ5-000-002 01; LCS-DWG-ILL-UTL-CON-PDZ5-000-003 01; LCS-DWG-ILL-UTL-CON-PDZ5-000-004 01; LCS-DWG-ILL-UTL-CON-PDZ5-000-005 01

PDZ6

LCS-DWG-APP-LDU-PAR-PDZ6-001 02 ; LCS-DWG-APP-LDU-PAR-PDZ6-002 01 ; LCS-DWG-APP-HGT-PAR-PDZ6-001 01; LCS-DWG-APP-HGT-PAR-PDZ6-002 01; LCS-DWG-APP-OPS-PAR-PDZ6-001 01; LCS-DWG-APP-ACS-PAR-PDZ6-001 01; LCS-DWG-APP-DEN-PAR-PDZ6-001 01; LCS-DWG-APP-TOP-PAR-PDZ6-000-001 01; LCS-DWG-ILL-RED-CON-PDZ6-001 01 ;
LCS-DWG-ILL-COM-CON-PDZ6-001 02; LCS-DWG-ILL-MAS-CON-PDZ6-002 01; LCS-DWG-ILL-UTL-CON-PDZ6-000-001 01; LCS-DWG-ILL-UTL-CON-PDZ6-000-002 01; LCS-DWG-ILL-UTL-CON-PDZ6-000-003 01; LCS-DWG-ILL-UTL-CON-PDZ6-000-004 01; LCS-DWG-ILL-UTL-CON-PDZ6-000-005 01

PDZ8

LCS-DWG-APP-LDU-PAR-PDZ8-001 02 ; LCS-DWG-APP-LDU-PAR-PDZ8-002 02 ; LCS-DWG-APP-HGT-PAR-PDZ8-001 02 ; LCS-DWG-APP-HGT-PAR-PDZ8-002 02 ; LCS-DWG-APP-OPS-PAR-PDZ8-001 02 ; LCS-DWG-APP-ACS-PAR-PDZ8-001 02 ; LCS-DWG-APP-DEN-PAR-PDZ8-001 02 ; LCS-DWG-APP-TOP-PAR-PDZ8-000-001 01 ; LCS-DWG-APP-INF-PAR-PDZ8-001 02 ;
LCS-DWG-ILL-RED-CON-PDZ8-001 01 ; LCS-GLB-APP-DSF-002 165 ; LCS-DWG-ILL-COM-CON-PDZ8-001 02; n LCS-DWG-ILL-MAS-CON-PDZ8-002 01; PDZ8 LCS-DWG-ILL-UTL-CON-PDZ8-000-001 01 ; LCS-DWG-ILL-UTL-CON-PDZ8-000-002 01; LCS-DWG-ILL-UTL-CON-PDZ8-000-003 01; LCS-DWG-ILL-UTL-CON-PDZ8-000-004 01; LCS-DWG-ILL-UTL-CON-PDZ8-000-005 01

PDZ12

LCS-DWG-APP-LDU-PAR-PDZ12-001 02 ; LCS-DWG-APP-LDU-PAR-PDZ12-002 01 ; LCS-DWG-APP-HGT-PAR-PDZ12-001 01 ; LCS-DWG-APP-HGT-PAR-PDZ12-001 02 ; LCS-DWG-APP-OPS-PAR-PDZ12-001 01 ; LCS-DWG-APP-ACS-PAR-PDZ12-000 01 ; LCS-DWG-APP-DEN-PAR-PDZ12-000 02 ; LCS-DWG-APP-TOP-PAR-PDZ12-000-001 01 ; PDZ12 LCS-DWG-ILL-RED-CON-PDZ12-001 01 ; LCS-DWG-ILL-COM-CON-PDZ12-001 02 ; LCS-DWG-ILL-MAS-CON-PDZ12-002 01; LCS-DWG-ILL-UTL-CON-PDZ12-000-001 01; LCS-DWG-ILL-UTL-CON-PDZ12-000-002 01; LCS-DWG-ILL-UTL-CON-PDZ12-000-003 01; LCS-DWG-ILL-UTL-CON-PDZ12-000-004 01; LCS-DWG-ILL-UTL-CON-PDZ12-000-005 01

Appendix B

Illustrative Olympic Masterplan 2010

