



Meeting of the

STRATEGIC DEVELOPMENT COMMITTEE

Thursday, 16 February 2006 at 7.30 p.m.

A G E N D A

VENUE

The Council Chamber, 1st Floor, Town Hall, Mulberry Place, 5 Clove
Crescent, London, E14 2BG

Members:	Deputies (if any):
Chair: Councillor Rofique U Ahmed Vice-Chair: Councillor David Edgar	
Councillor Abdul Asad Councillor Janet Ludlow Councillor Julia Mainwaring Councillor Martin Rew Councillor Julian Sharpe	Councillor Louise Alexander, (Designated Deputy for Councillors Martin Rew & Janet Ludlow) Councillor John Griffiths, (Designated Deputy for Councillors Martin Rew & Janet Ludlow)
[Note: The quorum for this body is 3 Members].	

If you require any further information relating to this meeting, would like to request a large print, Braille or audio version of this document, or would like to discuss access arrangements or any other special requirements, please contact: Brian Bell, Clerk to Strategic Development, Tel: 020 7364 4878, E-mail: brian.bell@towerhamlets.gov.uk

LONDON BOROUGH OF TOWER HAMLETS
STRATEGIC DEVELOPMENT COMMITTEE

Thursday, 16 February 2006

7.30 p.m.

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

To note any declarations of interest made by Members, including those restricting Members from voting on the questions detailed in Section 106 of the Local Government Finance Act, 1992.

Note from the Chief Executive

In accordance with the Council's Code of Conduct, Members must declare any **personal interests** they have in any item on the agenda or as they arise during the course of the meeting. Members must orally indicate to which item their interest relates. If a Member has a personal interest he/she must also consider whether or not that interest is a **prejudicial personal interest** and take the necessary action. When considering whether or not they have a declarable interest, Members should consult pages 181 to 184 of the Council's Constitution. Please note that all Members present at a Committee meeting (in whatever capacity) are required to declare any personal or prejudicial interests.

A **personal interest** is, generally, one that would affect a Member (either directly or through a connection with a relevant person or organisation) more than other people in London, in respect of the item of business under consideration at the meeting. If a member of the public, knowing all the relevant facts, would view a Member's personal interest in the item under consideration as so substantial that it would appear likely to prejudice the Member's judgement of the public interest, then the Member has a **prejudicial personal interest**.

Consequences:

- If a Member has a **personal interest**: he/she must declare the interest but can stay, speak and vote.
- If the Member has **prejudicial personal interest**: he/she must declare the interest, cannot speak or vote on the item and must leave the room.

When declaring an interest, Members are requested to specify the nature of the interest, the particular agenda item to which the interest relates and to also specify whether the interest is of a personal or personal and prejudicial nature. This procedure is designed to assist the public's understanding of the meeting and is also designed to enable a full entry to be made in the Statutory Register of Interests which is kept by the Head of Democratic Renewal and Engagement on behalf of the Monitoring Officer.

3. MINUTES

To confirm a correct record of the meeting of the Strategic Development Committee held on 5th January 2006.

1 - 8

Bow East

4. DEPUTATIONS

The committee may agree to receive deputations.

5. PLANNING APPLICATIONS FOR DETERMINATION

5 .1 Proposed Langdon Park Docklands Light Railway station, Carmen Street, London E14 (Report number SDC010/056)

9 - 18

East India & Lansbury

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LONDON BOROUGH OF TOWER HAMLETS

MINUTES OF THE STRATEGIC DEVELOPMENT COMMITTEE

HELD AT 7.30 P.M. ON THURSDAY, 5 JANUARY 2006

**M71, 7TH FLOOR, TOWN HALL, MULBERRY PLACE, 5 CLOVE CRESCENT,
LONDON, E14 2BG**

Members present:

Councillor Rofique U Ahmed (Chair)
Councillor David Edgar
Councillor Janet Ludlow
Councillor Martin Rew
Councillor Julian Sharpe

Officers present:

Brian Bell	– Clerk to the Committee
Stephen Irvine	– Applications Manager, Planning
Helen Randall	– Legal Advisor/Trowers and Hamblins
Alison Thomas	– Manager, Social Housing Group

1. APOLOGIES FOR ABSENCE

Apologies were received from Councillor Abdul Asad.

2. DECLARATIONS OF INTEREST

No declarations of interest were made.

3. MINUTES OF 3.11.5 MEETING

The Clerk advised that in relation to the issue arising at the last meeting, it was a requirement that Members be present throughout the hearing of any case. This did include any officer introduction, and did apply regardless of whether the application had been appealed. The Member concerned had therefore acted correctly in declining to take part in the debate or decision.

RESOLVED - That the minutes of the Strategic Development Committee held on 3rd November 2005 be confirmed as an accurate record and signed by the Chair.

4. DEPUTATIONS

It was agreed to accept a deputation from Mr Jason Binns, speaking on behalf of the applicant for item 5.1.

In respect of items 5.2 and 5.3, officers advised that the reports needed to be deferred to allow for further consideration of the GLA's views, clarification of the amount of family-sized accommodation, and the allocation of amounts to be secured via the Section 106 agreement.

5. ICELAND WHARF, ICELAND ROAD, LONDON E3 2JP

Mr Stephen Irvine (Strategic Applications Manager) introduced the report, which assessed an application for the demolition of existing buildings and erection of 5 blocks of up to 9 storeys to provide 205 residential units and 2 offices. The report detailed twelve grounds on which it was recommended for refusal. The principal one of these was that the site had been included within the Lower Lea Valley Strategic Employment Location, by the Mayor of London in the latest sub-regional framework of the London Plan. It should therefore in most circumstances, be safeguarded for employment generating or industrial uses.

In addition, the density proposed, at 1004 hrph, was over twice as much as the upper level indicated by current policies. The proposal provided insufficient affordable housing, and the wrong mix both of unit sizes and of tenures. The internal dimensions of some flats were unacceptable, there was insufficient amenity space and it was not clear that any were wheelchair accessible. The design was considered insensitive, particularly in the way it overshadowed the River Lea, and the flood risk assessment had been deemed inadequate. The area suffered from poor infrastructure, especially access to public transport, and servicing facilities from Iceland Road were unsatisfactory. Finally, the site fell within the OLY4 area, which had outline consent as a car and coach parking facility serving the Olympic Games.

Addressing the committee on behalf of the applicant, Mr Jason Binns argued that the issues were not as black and white as they had been portrayed. The applicants believed they had addressed some of the objections outlined in submitting revised plans and could have resolved others in further meetings with planning officers. The amount of social housing and the unit mix had been improved, and access and servicing resolved. They contended that the London Development Agency were not objecting to the proposal but expressing their own interests in respect of the site.

In relation to the employment issues, the applicants had commissioned and submitted their own study from a recognised consultant, which had concluded that the loss of industrial and employment uses was justified in this case. He pointed out that the units to be provided on the Wick Lane frontage could be used for other employment or industrial uses, and should not be restricted to offices. It was their view that the application was not contrary to Unitary Development Plan or Local Development Framework policies, and that mixed use was better than leaving the site in its current condition and usage. He concluded by drawing attention to other similar schemes nearby, which the applicant believed had set a precedent.

In response to Members' queries, he stated that fewer than 10 people were currently employed on the site but believed that this would rise to between 25 and 50 if redevelopment proceeded. The density had been reduced to 940 hrph in the revised plans submitted on November 7th, and the British Waterways and Environment Agency's concerns would be addressed during a further redesign.

In reply, Mr Irvine confirmed that the LDA did object along with the EA, Thames Gateway Development Corporation and Olympics JPAT, while BW, the police and Tower Hamlets Primary Care Trust had registered concerns. He believed the applicant had lodged a single set of new plans on 7th November as a tactic, and had known very well that a single set would be useless for consultation with the range of statutory and other partners required. While live/work units had been allowed elsewhere in the greater Fish Island area prior to its designation as a Strategic Employment Location, he contended that no residential schemes had. The consultant's report submitted had not taken account of the most recent policies, and he did not accept that the UDP, LDF or London Plan supported the proposal.

In response to Members' queries, he acknowledged the difficulties of understanding the hierarchy of successive planning policies. Since the completion of the first round of consultation, the Draft LDF contained the policies which were the principal material considerations, and the site was designated as a Strategic Employment Location within these. With regard to whether it should have been brought for determination at this stage, he had felt that there would have been little value in further negotiation on the basis of this application. A refusal would allow the applicant the options of either appealing that or submitting a new one. As previously referred to, he also believed that there had been a history of bad faith in this case.

In response to further Members' queries, he advised that similar residential applications in the area had recently been refused, e.g. Stour Wharf. While an application was rarely recommended for refusal on density grounds alone, this tended to be symptomatic of overdevelopment, and to be reflected in other issues such as unacceptably small flats, unsympathetic design, inappropriate unit mix, etc, which were all present here.

Ms Alison Thomas (Housing Development Manager) confirmed that the proposal was in contravention of current policies in relation to the overall amount of affordable housing, mix of rental and intermediate units, and provision of family-sized accommodation. Many of the rooms were too small with too little amenity space provided. In particular the high number of studio and one-bed flats proposed were often classic signs of an attempted overdevelopment.

On a vote of
4 IN FAVOUR
0 AGAINST
1 ABSTENTION

It was **AGREED** that planning permission be **REFUSED** on the following grounds:

1) The proposed development represents a loss of employment generating uses in an industrial employment location. As such the proposal is contrary to:

(a) Policy EMP1, EMP2, and EMP13 of the London Borough of Tower Hamlets UDP (1998), which seeks to ensure that an adequate supply of land is safeguarded to enhance employment opportunities within the Borough;

(b) Policy EE2 of the Draft LDF: Preferred Options: Core Strategy and Development Control Development Plan, which seeks to ensure that any development that includes a change of use from B1 and B2 is strongly resisted and any development that is proposed in the vicinity of a Strategic Employment Location that may give rise to pressure to curtail the industrial use is resisted;

(c) Policy LS2 of the Preferred Options: Leaside Area Action Plan 2005, which states that no loss of employment land will be permitted on sites safeguarded for industry, including Fish Island South; and

(d) Policies 2A.7 and 3B.6 of the London Plan, which seek to promote and manage the varied industrial offer of Strategic Employment Locations and require Boroughs to identify Strategic Employment Locations in UDP's.

2) The proposed non-industrial use would detrimentally affect the continued ability to use this area for industrial uses. The non-industrial may give rise to pressure to curtail the industrial use. As such, the proposal is contrary to:

(a) Policies EMP5 and EMP13 of the London Borough of Tower Hamlets UDP (1998), which seek to ensure that incompatible development in the vicinity of existing industrial uses is not normally permitted;

(b) Policies EE2 and EE5 of the Draft Core Strategy and Development Control Development Plan which seeks to safeguard the retention, expansion and growth of employment provided by general industrial uses, resist the change of use from B1 and B2 uses, and resist development which may give rise to pressure to curtail the industrial uses.

(c) Site Allocation LS4 'Fish Island South' of the Preferred Options: Leaside Area Action Plan 2005 which states that no further residential development will to be permitted other than those currently under construction.

3) The proposal would amount to an over development of the site, with a proposed residential density of 1,004 hr/ha in an area of low public transport accessibility and without the other physical and social infrastructure necessary to support a residential population. As such it is contrary to:

(a) Policy HSG9 of the Tower Hamlets Unitary Development Plan 1998 which defines a normal guideline of 247 hr/ha for new residential development

(b) Policy HSG1 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 and Policy 4.3B of the adopted London Plan 2004 which identify the appropriate density range for the site as being up to 450 hr/ha based on location, setting and public transport accessibility

4) The development would be insensitive to the context of the surrounding area by reason of design, mass, scale and height, fail to take account of the development capabilities of the site and adversely affect the development potential of adjoining land. As such the proposal is contrary to:

(a) Policies DEV1 and DEV2 of the Tower Hamlets Unitary Development Plan 1998 which require development to be sensitive to the surroundings and the development capabilities of the site;

(b) Policy UD1 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 which requires the bulk, height and density of development to relate to that of the surrounding building plots and blocks, and the scale of the street

5) The development would be insensitive to its location adjacent to the River Lea by reason of design, mass, scale and height, resulting in overshadowing that could potentially affect the river ecology. As such the proposal is contrary to:

(a) Policy DEV57 of the Tower Hamlets Unitary Development Plan 1998 which seeks to protect Sites of Nature Conservation Importance

(b) Policy OSN1 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 which seeks to protect and enhance all sites of nature conservation importance in the borough.

6) The submitted Flood Risk Assessment does not use the Environment Agency's most up to date flood levels, has not taken into account tidal flood risk and the Environment Agency have confirmed that it requires further consideration in terms of attenuating surface water run-off. As such the proposal is contrary to:

(a) Policies U2 and U3 of the Tower Hamlets Unitary Development Plan 1998 which seek to ensure appropriate flood protection to the satisfaction of the Environment Agency.

(b) Policy SEN2 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 which seeks to ensure that development does not put people and property at risk from flooding.

7) There is insufficient affordable housing provision within the proposed development. Affordable housing represents 32% provision in terms of habitable rooms, 30% in terms of gross floorspace and 24% in terms of the

total number of units. As such the proposal is contrary to:

(a) Policy HSG3 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005, which seeks a minimum requirement of 35% provision.

(b) Policy 3A.7 of the London Plan 2004 which requires developments to provide the maximum reasonable amount of affordable housing.

8) Both the development as a whole and the proposed affordable housing provision would fail to provide an appropriate mix of accommodation, with minimum provision of family accommodation. As such the proposal is contrary to:

(a) Policy HSG7 of the Tower Hamlets Unitary Development Plan 1998 which requires new housing schemes to include a "substantial proportion" of family dwellings

(b) Policy HSG6 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 which requires an appropriate mix of units to reflect local need and provide balanced and sustainable communities

9) The proposed development provides only 68% of the affordable housing provision as social rented accommodation in terms of habitable rooms. As such the proposal is contrary to:

(a) Policy HSG5 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 that stipulates a rental to intermediate ratio of 80:20 for all grant-free housing.

(b) London Plan Policy 3A.7 that states that 70% of the affordable housing should be social rental and 30% intermediate

10) The development would fail to provide a satisfactory standard of residential accommodation. The internal size of a number of flats is inadequate, the development provides insufficient provision of amenity space, whilst the applicant has not demonstrated that any of the flats meet Lifetime Home Standards or are wheelchair accessible. As such the proposal is contrary to:

(a) Policy HSG13 of the Tower Hamlets Unitary Development Plan 1998 which requires all new housing development to have adequate provision of internal residential space (in accordance with standards defined in the Supplementary Planning Guidance Note: Residential Amenity Space, 1998)

(b) Policy HSG16 of the Tower Hamlets Unitary Development Plan 1998 which requires all new housing developments to include an adequate provision of amenity space

(c) Policy HSG13 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 which requires all new housing developments to provide exclusive amenity space in addition to a high quality of communal amenity space for housing developments over 10 units.

(d) Policy HSG2 of the Preferred Options: Core Strategy and Development Control Development Plan Document 2005 and Policy 3A.4 of the adopted London Plan 2004 which require all dwellings to meet Lifetime Homes Standards and that 10% are wheelchair accessible

11) The development would fail to provide adequate turning facilities for service or emergency vehicles on Iceland Road in accordance with Planning Standard No. 3 of the Tower Hamlets Unitary Development Plan 1998. As such the proposal fails to comply with Policy T17 of the adopted UDP.

12) The proposal is located within the Olympic OLY4 site, which has outline consent for an Olympic car and coach parking facility. The London Development Agency has confirmed that the proposed development is not compatible with the current plans for the OLY4 development. As such the proposed development is considered to be premature and in direct conflict with the planning permission issued for OLY4.

**6. SUTTONS WHARF, PALMERS ROAD, LONDON E2 0SF - PA/04/01666
(REPORT NUMBER SDC008/056)**

Deferred.

**7. SUTTONS WHARF, PALMERS ROAD, LONDON E2 0SF - PA/05/01727
(REPORT NUMBER SDC009/056)**

Deferred.

Close of Meeting

The meeting ended at 8.40 pm.

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Councillor Rofique Uddin Ahmed
Chair, Strategic Development

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Agenda Item 5.1

Committee: Strategic Development Committee	Date: 16 th February 2006	Classification: Unrestricted	Report Number: SDC010/056	Agenda Item Number: 5.1
Report of: Director of Development and Renewal Case Officer: David Gittens		Title: Town Planning Application Location: Proposed Langdon Park DLR Station, Carmen Street, London Ward: East India and Lansbury		

1. SUMMARY

1.1 Registration Details

Reference No: PA/05/01832

Date Received: 01/11/2005

Last Amended Date: 01/11/2005

1.2 Application Details

Existing Use:

Light railway and part of Langdon Park.

Proposal:

Demolition of the existing footbridge. Construction of a new DLR Station and associated footbridge connecting Carmen Street and Hay Currie Street. Use of part of Langdon Park as a temporary works site.

Applicant:

Docklands Light Railway Limited

Ownership:

Docklands Light Railway Limited, London Borough of Tower Hamlets, Mazehead Limited, Vasthouse Limited, A & D Griffiths (Veneers) Limited.

Historic Building:

Conservation Area:

Langdon Park

2. RECOMMENDATION:

That the Strategic Development Committee **grant** planning permission subject to

A A S106 legal agreement to secure:

1. Local Labour in Construction;
2. Funding of provision of replacement play facilities within Langdon Park;
3. Reinstatement of the temporary works site for open space purposes on completion of the development;
4. The submission of a Complementary Works Strategy for the locality as a consequence of the new station and for Docklands Light Railway Limited to co-operate on the implementation of such works.

B The conditions outlined below:

1. 3 years
2. Materials
3. Demolition/construction hours
4. Details of PA system
5. Landscaping
6. Safeguarding measures to prevent site contamination
7. Surface water drainage
8. No soakaways
9. Foundation design

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

Brief Description of background paper:	Tick if copy supplied for register	Name and telephone no. of holder
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Application case file, plans, supporting technical reports, UDP, PPGs.		David Gittens
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Development Control: 020 7364 5336

10. Details of provision for cycle parking
11. Safeguarding measures to prevent loss of potential archaeological remains
12. Construction management plan

C **Referral to the Mayor of London** pursuant to the Town & Country Planning (Mayor of London) Order 2000 under Category 2C(d) "Development to provide a railway station."

3. **BACKGROUND**

The Site and Surroundings

- 3.1 The application site comprises approximately 0.8 hectares, located between the eastern extent of Carmen Street and the west side of Hay Currie Street and the south western corner of Langdon Park. The site sits along a 1.4km uninterrupted stretch of the Docklands Light Railway (DLR) that runs between Devons Road (to the north) and All Saints DLR stations (to the south).
- 3.2 The surrounding area is mixed use in character, including residential neighbourhoods, public open space, employment and school uses. The railway at this point abuts a number of industrial premises to the west and Langdon Park to the eastern boundary. Langdon Park School is also to the east on the opposite side of Hay Currie Street. A footbridge connects Carmen Street to Hay Currie Street across the railway tracks. Chrisp Street District Centre is within 5 minutes walk and the site lies partially within the Langdon Park Conservation Area.

Planning History

- 3.3 On 23 December 2005, conservation area consent was granted for the demolition of the derelict park building. The application for demolition of the building was made in connection with this planning application.
- 3.4 On 14 July 2005, subject to subsequent approval of the Mayor for London and a planning obligations (S106) agreement, the Council's Strategic Development Committee granted planning permission for the redevelopment of the site adjacent to the application site known as 71 Carmen Street and 134-156 Chrisp Street. The proposal involved the redevelopment of the site for a residential led mixed use scheme, providing 154 residential units (including six family houses) and 926 square metres of commercial/retail floorspace. Whilst sustainable in its own right, the development was particularly encouraged in the light of the increasingly firm proposals for the creation of a new DLR station adjacent the site and their synergetic potential to contribute positively to the regeneration of the area.

Proposal

- 3.5 Application is made for full planning permission for the construction of a light rail station at the site. The proposal is for an unmanned station comprising, a concourse and two platforms 90m in length each set beneath a canopy either side of the existing tracks. The platforms would be linked by a new footbridge with an 11m lift tower either side. The bridge would replace the existing footbridge, which is in poor condition and would also serve as a pedestrian route across the DLR tracks. The complex would provide entrance and exit points to Langdon Park and Hay Currie Street to the east and Carmen Street to the west.
- 3.6 The proposal would also involve the demolition of a derelict park building within Langdon Park, the use of a children's play area as a temporary work site and the construction of an associated operational facilities building (26 sq.m.) on the eastern side of the line just south of the proposed platform.
- 3.7 Despite the fact that the size of the site (8378 sq. metres) falls below the 1 hectare threshold for railway station development that would trigger the requirement of an Environmental Impact Assessment, the applicants have submitted an Environmental Statement for the purposes of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999.

4. **PLANNING POLICY FRAMEWORK**

Comments of Chief Legal Officer

- 4.1 The relevant and emerging policy framework against which the Committee is required to consider planning applications includes the adopted London Plan 2004, the Council's Unitary Development Plan 1998 (UDP) and the draft Local Development Framework 2005 (LDF), and the Council's Community Plan.
- 4.2 Decisions must be taken in accordance with section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004. Section 70(2) of the Town and Country Planning Act 1990 is particularly relevant, as it requires the Committee to have regard to the provisions of the Development Plan, so far as material to the application and any other material considerations.
- 4.3 Whilst the adopted UDP 1998 is the statutory development plan for the borough, it will eventually be replaced by a more up to date set of plan documents that will make up the Local Development Framework (LDF).
- 4.4 This report takes account not only of the policies in statutory UDP 1998 but also the emerging plan, which reflect more closely current Council and London-wide policy and guidance.
- 4.5 Members are invited to agree the recommendations set out above which have been made on the basis of the analysis of the scheme set out in this report in accordance with Article 22 of the General Development Procedure Order 1995. This analysis has been undertaken on the balance of the policies set out below and other material considerations set out in the report.
- 4.6 The following Unitary Development Plan **proposals** are applicable to this application:
- (1) Flood Protection Areas
 - (2) New Station at Carmen Street
- 4.7 The following Unitary Development Plan **policies** are applicable to this application:
- (1) Policy DEV1 Urban Design
 - (2) Policy DEV2 Environmental Requirements
 - (3) Policy DEV4 Planning obligations
 - (4) Policy DEV12 Provision of landscaping
 - (5) Policy DEV25 New Development in Conservation Areas
 - (6) Policy DEV 26 Change of Use in Conservation Areas
 - (7) Policy DEV29 Development Adjacent to Conservation Areas
 - (8) Policy DEV 50 Noise
 - (9) Policy DEV 51 Soil Tests
 - (10) Policy T1 Improvement and Extensions to the Underground
 - (11) Policy T5 Interchanges
 - (12) Policy T19 Priorities for Pedestrian Initiatives
 - (13) Policy OS7 Loss of Open Space
 - (14) Policy OS9 Children's Play Space
- 4.8 The following draft Preferred Options: Core Strategy and Development Control Development Plan Document / Leaside Area Action Plan 2005 **proposals** are applicable to this application:
1. Flood Protection Areas
 2. Proposed New DLR Station at Langdon Park
- 4.9 The following draft Preferred Options: Core Strategy and Development Control Development Plan Document / Leaside Area Action Plan 2005 **policies** are applicable:
- (1) Policy CS13 Sustainable Accessible Transport
 - (2) Policy TR3 Transport assessments
 - (3) Policy TR6 Safeguarding Transport Schemes
 - (4) Policy TR7 Walking and Cycling
 - (5) Policy UD4 Accessibility and Linkages
 - (6) Policy UD5 High Quality Design
 - (7) Policy C1 Historic Sites, Conservation Areas, etc
 - (8) Policy C2 Archaeological Heritage Sites
 - (9) Policy SEN1 Disturbance from noise pollution
 - (10) Policy SEN2 Air Pollution/Quality

- (11) Policy SEN3 Energy Efficiency
- (12) Policy SEN4 Water conservation
- (13) Policy SEN5 Disturbance From Demolition and Construction
- (14) Policy SEN6 Sustainable Construction Materials
- (15) Policy SEN7 Sustainable Design
- (16) Policy SEN10 Contaminated Land
- (17) Policy SEN11 Flood Protection and Tidal Defences
- (18) Policy OSN2 Open Space
- (19) Policy LS7 Open Space
- (20) Policy LS9 Transport Principles
- (21) Policy LS10 Transport Capacity
- (22) Policy LS11 Connectivity
- (23) Policy LS12 Infrastructure and Services
- (24) Policy LS14 Built Heritage

4.10 The following Community Plan **objectives** are applicable to this application:

- (1) A better place for living safely
- (2) A better place for creating and sharing prosperity

5. **CONSULTATION**

5.1 The following were consulted regarding this application:

(1) **Greater London Authority**

The Mayor of London has considered this application at Stage 1 referral. The Mayor considers the proposal would bring a number of strategic and local benefits. In providing a new station, it would reduce the dependency on the car and promote multi-modal trips, including walking. The improvement in the quality of the public realm and accessibility are regeneration benefits. Whilst the scheme is supported there are concerns regarding:

- 1. How the new station relates to the broader environment in terms of strategic cycle routes, pedestrian linkages and bus stops;
- 2. The quantity and quality of cycle racks;
- 3. Concern about the use of both steps and ramps at the Hay Currie Street entrance.

(2) **Environment Agency**

No objections. Request conditions to safeguard against contaminated land, provide details of surface water drainage and foundation construction.

(3) **English Heritage Archaeology**

No objection. Recommends an archaeological condition.

(4) **Crime Prevention Officer**

Question how the station to be secured when it is not in operation?

(5) **Head of Highways Development**

- The proposal suggests cycle racks provided by others. This must be a definitive part of the proposal rather than a wishful thinking.
- LBTH is seeking to enter into agreements under S72 of the Highways Act 1980, with the relevant landlords of the adjacent developments particularly on Carmen Street to widen that road to form a Piazza on the western side of the proposed station.
- LBTH is seeking funding for a traffic management scheme to restrict traffic movements on Hay Currie Street to make a more pedestrian friendly street and to assist in having a safe route to the school.
- DLR should submit a construction traffic management statement for approval prior to the start of any demolition/construction work.
- The developer must seek a stopping up order under S247 of the Town and Country Planning Act 1990 to stop the existing bridge and those parts of Carmen Street and Hay

Currie Street that are required to construct the bridge and the station access.

- Technical details of the new footbridge will require the Council's approval as highway authority. DLR may need to enter into a walkway agreement with LBTH to grant use of the new bridge under the relevant sections of the Highways Act.

(6) **Environmental Health**

Recommends a condition safeguarding against contaminated land, provision of details of PA system (in respect of noise disturbance) and restriction upon construction hours and construction noise to safeguard the nearby school and residential property. Recommends that the Council's Construction Code of Practice be adhered to.

(7) **Arts, Sports and Leisure Services**

A new DLR station at Langdon Park would benefit the open space by virtue of increased usage of the park. Currently there is a well-worn path through the grass leading from the entrance to the park at St Leonard's Road, which is used by pedestrians accessing Crisp Street Market and shops. It is without doubt that commuters will take advantage of this route, which will require capital investment to accommodate increased foot traffic and a S106 obligation is suggested. Negotiations are taking place with the DLR to ensure that play provision continues throughout and beyond the station building project.

- 5.2 A press notice and site notices were placed and some 1300 letters, notified neighbours of the proposal. Responses were as follows:

No. Responses: 1 In Favour: 1 Against: 0 Petition: 0

6. ANALYSIS

- 6.1 The main issues in this case are whether the proposed station is acceptable in the context of:

1. The London Plan, the UDP 1998, and the Preferred Options: Core Strategy and Development Control Development Plan Document/ Leaside Area Action Plan 2005;
2. The design of the station in the context of the existing and proposed built environment and the adjacent conservation area;
3. The impact on amenity of nearby residents; and
4. Highways and accessibility.

Land Use

- 6.2 The achievement of a new DLR station at Langdon Park has been a longstanding aspiration of the Council. The UDP 1998 Proposals Map marks this site as appropriate for a new DLR station. Paragraph 2.4 of its Transport chapter states that the Council's strategy is to welcome rail and underground investment that result in improvements in performance or capacity to meet existed or projected demand, or to assist regeneration. Strategic Policy ST27 underwrites this.
- 6.3 The LDF 2005 Transport chapter acknowledges a new DLR station at Langdon Park as a planned project that will contribute towards increasing transport capacity and supporting future growth. Policy LS10 makes a commitment to seeking contributions from new developments that would benefit from a new station whilst Policy LS11 seeks to improve connectivity throughout the Leaside area across the DLR lines and between key services and facilities including transport nodes and open space.
- 6.4 The area currently has low public transport accessibility indicated by a PTAL rating of 2. The proposed DLR station would improve public transport accessibility in an area where existing provision is relatively poor, where car ownership is low and deprivation levels are high. This would enhance the accessibility to the surrounding businesses and residential communities, enabling local people to better access employment and training opportunities and a range of services and facilities. It is also anticipated that the station would stimulate development in the locality.
- 6.5 The existing DLR railway lines are presently in use, running a service from Canary Wharf to Stratford. The proposed DLR station would involve stopping this service along the line at Langdon Park. In this context, it is considered that the proposed station is welcomed.

Design

- 6.6 Stations and other public transport interchanges have the potential to be first-rate designs in their own right, setting a quality standard which can influence and inspire surrounding development. In some cases, as here, they are freestanding sculptural objects setting their own style and aesthetic.
- 6.7 Whilst this proposed station includes the familiar DLR station components (approach, platforms, canopies, footbridge and lifts) the proposals are considered refreshing in terms of their design, materials and detailing. Visibility and transparency have been key drivers in the design.
- 6.8 The two lift towers and bridge canopy are treated as sculptural objects which would reinforce the landmark qualities of the station, especially the lift towers, which are treated as glazed enclosures protected by tapering metal fins. The existing footbridge is unsafe, not accessible to all and unattractive. The proposed curving footbridge would be protected by an 'aerofoil' roof form and by a glazed side screen which would ensure that those crossing the bridge are fully visible, thereby enhancing real and perceptions of safety and security. This would be further added to by the general increased footfall consistent with the use of the station. A cantilevered canopy that would maximise daylight while being resistant to impact damage would roof the platforms.
- 6.9 The proposal meets the London Plan design principles set out in Policies 4B.1-4B.7, particularly designing a safe, accessible facility and enhancing the public realm. The proposed design would be well integrated into the surrounding urban fabric and would promote ease of movement in accordance with policies DEV1 (UDP 1998) and UD5 (LDF 2005). The overall visual appearance would make a significant improvement to the existing environment.
- 6.10 Overall, the proposed station design would provide the appropriate presence as a local landmark, while preserving transparency and openness. It is imaginative and considered satisfactory.
- 6.11 With regard to the night time security, DLR Limited have advised:

"It is anticipated that Langdon Park Station will be constructed in accordance with the security specification of the other stations on the network. This means that Langdon Park will be an open station and is proposed to include such common safety provisions as;

1. CCTV;
2. Emergency alarms on both platforms;
3. Police patrols during off peak and late night hours;
4. The training of DLRL staff in conflict avoidance;
5. On-platform maps to plan journeys; and
6. Liaison with local boroughs on improvements to whole journeys.

These provisions are implemented on all DLR stations and have led to DLRL being awarded Secure Station Accreditation for 100% of its stations. This accreditation is awarded by the Department for Transport and the British Transport Police, and makes DLRL the first urban UK rail operator to Secure Station accreditations for 100% of its stations."

Amenity

- 6.12 The proposed station has been considered in respect of its anticipated impact on the amenity of local residents and on the environment generally both during and after construction. The Environmental Statement states that the applicant considers it possible to construct the station without exceeding the maximum noise levels normally required by the Council's Environmental Health Team for development adjacent residential properties and schools. It is considered appropriate for this to be covered by a condition to restrict the hours of construction. In addition, the Council's Construction Code of Practice would be imposed on the construction works via the Council's Environmental Team.
- 6.13 The Environmental Statement also confirms that the Noise Exposure Category level (as defined by PPG24) for this part of the DLR is presently category B, (where residential development is acceptable) which is a common level for much of the DLR. This level of noise is considered to be acceptable from the perspective of adjacent residential property. It is anticipated that these noise levels will not be exceeded once the station is constructed and operating.
- 6.14 It is proposed that during the course of the construction of the station part of Langdon Park is temporarily used to accommodate plant and materials, leading to the temporary loss of publicly

accessible open space and play facilities. Whilst this may be a negative impact of the proposal, space for construction work is required to support the development process and there is no reasonable alternative site available. Negotiations are presently underway between the DLR and the Council's Horticulture and Recreation Section to secure replacement play facilities as part of the construction process. An appropriate Section 106 planning obligation is recommended. DLR is not proposing to use any open space on a permanent basis.

Highways, Accessibility & Local Connectivity

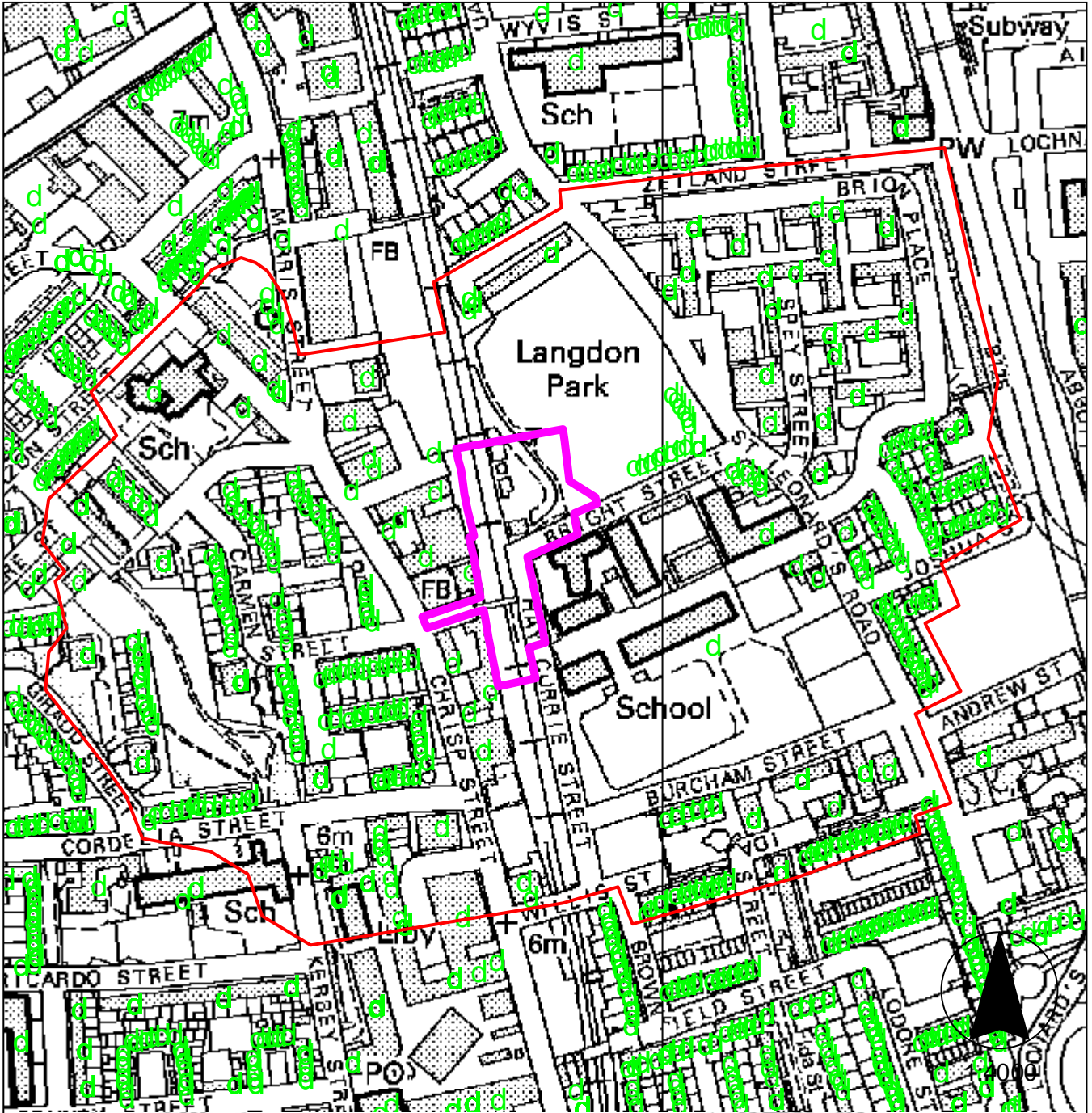
- 6.15 Planning Policy Statement 1 (PPS1), the London Plan, the UDP 1998, and the LDF (2005) all prioritise accessibility, connectivity as a key element of good and inclusive design. The proposed development has the potential to improve both local and strategic accessibility.
- 6.16 London Plan Policy 4B.5 states that development should meet the highest standards of accessibility and inclusion. The proposal promotes an inclusive environment with large lifts providing access to those with prams, cycles, wheelchair users and people with limited mobility.
- 6.17 The new station would be in keeping with the borough's sustainable transport policies and conforms with Policy LS10 (2005 AAP), which supports increased transport capacity and promotes the new station to enhance accessibility to the surrounding business and residential communities. It also accords with Policy ST27 (1998 UDP) to support and improve public transport ensuring that the system is accessible to all and safe; and Policy T1 (1998 UDP) which supports improvements and extensions to the rail and underground services.
- 6.18 In relation to the GLA concerns with regard to linkages, the proposal forms an important element of the enhanced pedestrian and cycle link as set out in the draft Leaside Action Area Plan. The link would connect proposed new mixed-use neighbourhoods, regenerated housing estates, transport nodes, retail centres and community facilities. On the western side, Langdon Park Station would be approached across a public plaza straddling the existing Carmen Street. This would partly be made up of space related to the consented scheme to the north and of further space to be negotiated as part of any redevelopment of the site to the south of Carmen Street.
- 6.19 It is intended to restrict the use of the part of Carmen Street adjacent to the proposed station other than for DLR maintenance/ emergencies/ servicing/ deliveries/ refuse collection. Discussions have taken place with the Council's Waste Management to ensure that the adjacent developments have their refuse collected outside of peak pedestrian hours.
- 6.20 With regard to the required works on the eastern side of the station at Hay Currie Street, DLR are presently negotiating with the Council with regard to integrating the LBTH works into their works programme. With regard to the GLA concerns as to the use of separate ramps and steps at the Hay Currie Street entrance, the DLR have stated that this is required due to the change in levels of the railway tracks at this point.
- 6.21 With regard to the GLA concerns in respect of the provision of cycle racks, the Environmental Statement details the anticipated modal split of station users largely informed by the usage of similar DLR stations. It has been found that other similar DLR stations produce very few commuters who arrive by bicycle, however in this instance, the DLR intend to provide 12 "Sheffield" cycle racks and will monitor the situation and look towards increasing cycle rack provision subsequently, should it be required. It is recommended that details of cycle provision be covered by condition.
- 6.22 As the majority of users will arrive at the station on foot, the pedestrian environment is extremely important. To this end the DLR and Leaside Regeneration are presently undertaking a complementary works study. This will identify works in the locality to improve the pedestrian environment and investigate how those works might be funded.

7. SUMMARY

- 7.1 The new DLR station at Langdon Park would be an important landmark and catalyst for the ongoing regeneration of the area, as evidenced by recent development initiatives along Chrisp Street and elsewhere. The design of the station is considered an innovative scheme with the necessary quality and presence to serve as a catalyst for further regeneration particularly if the quality of public realm around the new station can be delivered.

- 7.2 A station in this location would consolidate an important pedestrian link between east and west, being centrally located in relation to local housing estates. In addition, the new attractively designed footbridge would replace the existing uninviting pedestrian bridge and be of significant benefit to the community by improving connectivity and safety.
- 7.3 Officers have considered the Environmental Statement, the consultation responses and the use of mitigating planning agreements and conditions. Taking all these matters into account the proposed development is not considered to have a significant adverse effect on the environment.
- 7.4 The development is considered acceptable in policy terms in relation to land use, design, amenity and highways issues. Accordingly, it is recommended that planning permission be granted as detailed in section 2 of this report.

Site Map



Legend

- Planning Application Site Boundary
- Consultation Area
- d Land Parcel Address

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. The Site Map was reproduced from the Ordnance Survey mapping with the permission of Her Majesty's Stationery Office © Crown Copyright. London Borough of Tower Hamlets LA086568

Proposed Langdon Park DLR Station, Carmen Street, London

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