

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

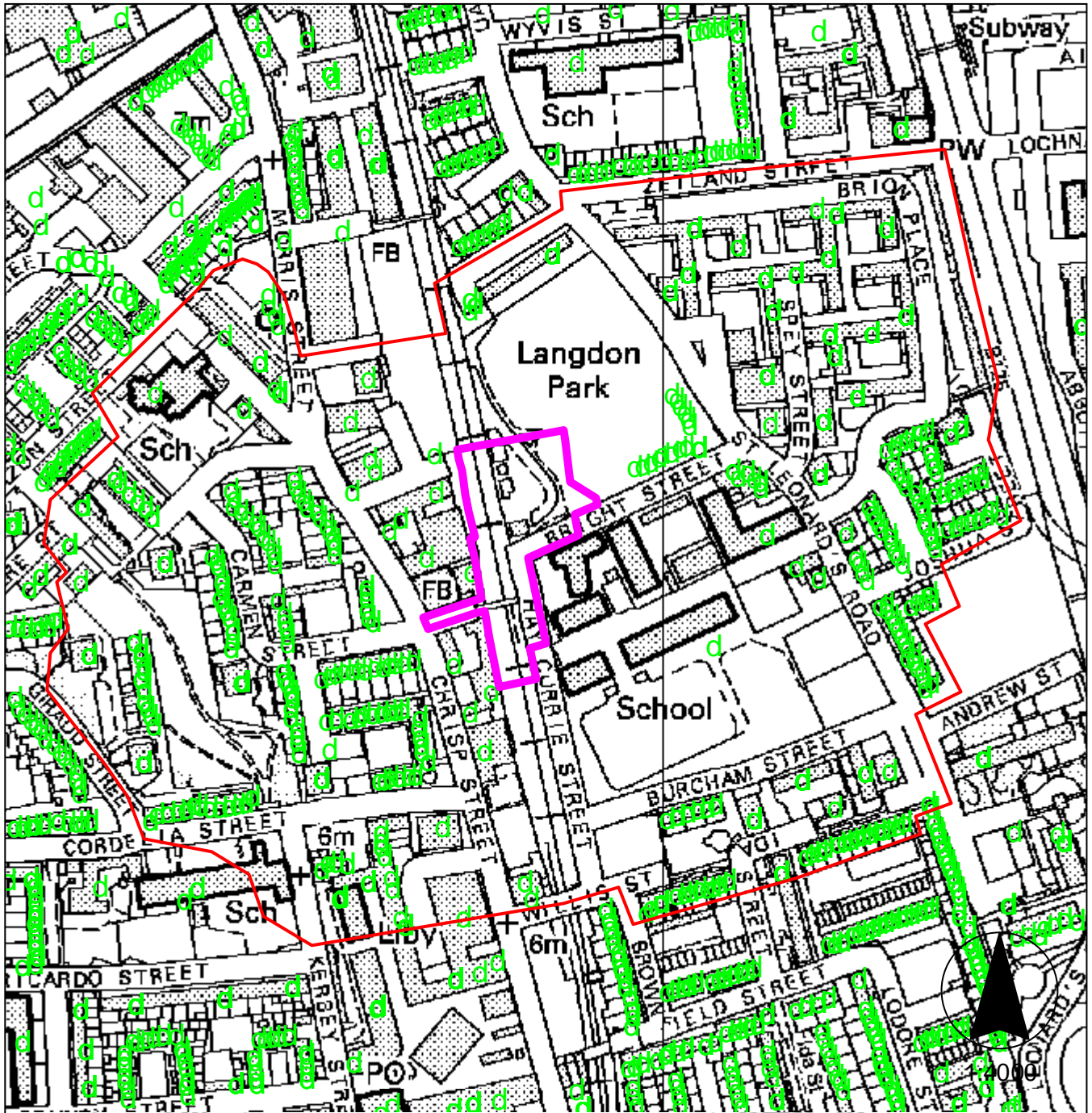
- 6.15 Planning Policy Statement 1 (PPS1), the London Plan, the UDP 1998, and the LDF (2005) all prioritise accessibility, connectivity as a key element of good and inclusive design. The proposed development has the potential to improve both local and strategic accessibility.
- 6.16 London Plan Policy 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