

Committee: Development	Date: 2 nd July 2008	Classification: Unrestricted	Agenda Item No: 7.2
Report Corporate Director of Development and Renewal Case Officer: Jason Traves		of:	Title: Planning Application for Decision Ref No: PA/08/112 Ward(s): Bromley by Bow

1. APPLICATION DETAILS

Location:	Site at South of 7, Holyhead Close, London
Existing Use:	Former railway cutting, currently used as a car park with landscaped area to the north
Proposal:	Construction of 59 residential units (affordable housing).
Drawing No's:	A2669CS/2.3/501A, 502, 503A, 504, 505A, 506, 510 (location plan 01.12.07), 510 (Western Elevation – Campbell Road frontage 01.12.07), 511, 512, 513, 121G, 122J, 123A, 124A, 125A, 126A, 127A, 128A, 129A, 130A, 131A, 132A, 133A, 134A, 135A, 136A A2669CS/3.1/001, 002 A2665/ph5/SK/115, 116, 117, 118, 119, 120 A2669/Ph5/3.3/01 Daylight study: A2669CS/2.3/125, 126, 127; A2669/Ph5/4.1/2100A, 2110A; A2669/Ph5/4.3/1900, 1901 Design and Access Statement
Applicant:	PRP Architects
Owner:	Swan Housing Group
Historic Building:	N/A
Conservation Area:	N/A

2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

2.1 The Local Planning Authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Unitary Development Plan, Interim Guidance, associated supplementary planning guidance, the London Plan and Government Planning Policy Guidance and has found that:

(1) The scheme provides additional affordable housing resulting in an increase in provision across the entire Crossways estate of 62.5%. The scheme also provides an additional nine (9) family units. Therefore, scheme contributes to satisfying housing need in accordance with Policies CP22 Affordable Housing and HSG4 of the LBTH Interim Planning Guidance (2007) which seeks to secure appropriate amounts and mix of affordable housing to satisfy housing in the borough.

(2) There are no significant impacts to neighbours or to the character and appearance of the area, it being noted that there is no change to the building design, relationship with neighbours, potential environmental impacts as well as access and servicing arrangements which was previously considered to be acceptable and granted permission in application Ref.

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		Eileen McGrath 020 7364 5321

No. PA/06/1852. As such the proposal complies with Policies DEV1 and DEV 2 of the LBTH Unitary Development Plan (saved 2007) as well as DEV1 and DEV2 of the LBTH Interim Planning Guidance (2007) as well as which seek to ensure that development is appropriate to the site, the area, has sufficient amenity and poses no impact to neighbours or to the natural/built environment.

3. RECOMMENDATION

3.1 That the Committee resolve to **GRANT** planning permission subject to:

A. The prior completion of a **legal agreement** to secure the following planning obligations:

- a) The prior completion of a Supplementary Legal Agreement to the satisfaction of the Chief Legal Officer, to secure the obligations as related to PA/03/01683 approved on the 5th August 2005, relating to the wider Crossways Masterplan (Crossways estate, Rainhill Way, including 1 – 43 Holyhead Close, London E3) which is provided in **Appendix A**.

3.2 That the Corporate Director Development & Renewal be delegated authority to negotiate the legal agreement indicated above.

3.3 That the Corporate Director Development & Renewal be delegated authority to impose conditions [and informatives] on the planning permission to secure the following matters:

Conditions:

- 1) Time limit - three years.
- 2) Build to Lifetime Homes Standards and 10% wheelchair adaptable.
- 3) Any other condition(s) considered necessary by the Head of Development Decisions.

Informatives

- 1) This permission is subject to a planning obligation agreement made under Section 106 of the Town and Country Planning Act 1990.

3.4 That, if within 3-months of the date of this Committee the legal agreement has not been completed, the Corporate Director Development & Renewal be delegated authority to refuse planning permission.

4. PROPOSAL AND LOCATION DETAILS

Proposal

4.1 The subject application relates to the western portion of the building approved as part of Phase 5 of the Crossways estate which was given outline approval on 5th August 2005 (PA/03/1683). The outline permission involved refurbishment and modification of existing housing stock as well as the construction of new residential blocks.

4.2 A detailed planning application for Phase 5 (PA/06/1852) was approved on 10th January 2007 with a total of 232 dwellings. This was more than proposed as part of the outline application. The purpose was to maximise direct cross funding of affordable housing and site infrastructure. Nevertheless, the application was consistent with the massing and siting established within the existing outline planning consent.

4.3 The subject application proposes to change the tenure of 59 units in the Phase 5 building

from market to social rent. The building design, relationship with neighbours, potential environmental impacts as well as the access and servicing arrangements are unchanged.

4.4 In addition, floorplan changes have altered the dwelling mix. This has reduced the number of units overall whilst creating an additional 9 x 3 bed flats. A comparison between the approved and proposed scheme is provided in the tables below.

4.5 **Approved PA/06/1852**

	Market Sale	Social Rent	Shared Ownership
Studios	0	0	0
1 Bedroom flat	30	0	0
2 Bedroom flat	33	0	0
3 bedroom flat	0	0	0
4 Bedroom flat	0	0	0
Total Units	63	0	0
Total Affordable Units		0	

Proposed PA/08/112

	Market Sale	Social Rent	Shared Ownership
Studios	0	0	0
1 Bedroom flat	0	22	0
2 Bedroom flat	0	28	0
3 bedroom flat	0	9	0
4 Bedroom flat	0	0	0
Total Units	0	59	0
Total Affordable Units		59	

4.6 In terms of the proposal's effect upon the provision of affordable and family housing across the entire estate, the following summary is provided below:

4.7 **Approved (Entire Crossways Estate) – 714 units**

Affordable Housing: 54.6%

Split: 86/14

Family housing: 17.2% (Comprising Sale 0%, Social 38.4%, s/o 8%)

Proposed (Entire Crossways Estate) - 710 units

Affordable Housing: 62.5%

Split: 88/12

Family housing: 18.6% (Comprising Sale 0%, Social 35%, s/o 8%)

Site and Surroundings

4.8 The application site comprises a portion of land within the Phase 5 of the Crossways Estate. This application site has an area of 0.21Ha. This site is within the overall Phase 5 area of 0.96ha and comprises sites 6A, 6B, 7 and 16, which form the western portion of the wider

Crossways Regeneration Scheme approved via planning permission (PA/03/01683).

- 4.9 The site is located on Campbell Road within 200 metres to the south of Bow Road. The site is a previous railway cutting, which is currently taken up by the construction activity for the Crossways Estate regeneration.
- 4.10 An existing DLR tunnel is located to the east of the site. Presently located above this tunnel is Holyhead Close, which is being demolished as part of the development. Located further to the east is the wider Crossways Estate
- 4.11 Immediately to the south of the site is a railway viaduct which accommodates both London underground and C2C services.
- 4.12 Located on the opposite side of Campbell Road is a mixture of development including, residential and commercial uses as well as the Cherry Trees School. Bow Church DLR Station is located approximately 200 metres to the north of the site and Devon's Road DLR Station is located approximately 300 metres to the south. Bow Road Underground Station (Hammersmith & City and District lines) is located approximately 300 metres to the north west. There is a bus stop located on Campbell Road adjacent to the site.

Planning History

- 4.13 Outline planning was granted permission on the 5th August 2005. The application was for demolition of 1-43 Holyhead Close as well as refurbishment, including cladding, of three tower blocks, and sub-division of larger flats therein to increase the number of units from 276 to 296 units (PA/03/01683). Also, new development of 363 units of housing for sale and for rent, in blocks up to 6 storeys high, on land within the estate including designated housing amenity land. The proposal included a new access road and a new community centre, with associated parking and landscaping.
- 4.14 On 10 January 2007, the Development Committee resolved to grant planning permission for the erection of buildings up to six storeys to provide 232 flats (PA/06/1852).
- 4.15 Application for the refurbishment and extension of ground and first floors of Priestman Point to provide a new community centre was approved 11 January 2007 (PA/06/02095).
- 4.16 Application for construction of buildings ranging from three to six storeys to provide 104 dwellings at the southern portion of the Crossways Estate was withdrawn 27 January 2007 (PA/04/01131).
- 4.17 Application for the erection of 2 No. containers to house temporary boilers to serve Hackworth Point was withdrawn on 02 February 2007 (PA/06/2316).
- 4.18 On 24 September 2007, the Planning Inspectorate dismissed 2 x planning applications (PA/06/886 & PA/06/1865) as well as an enforcement appeal for development of Site 11 Crossways Estate (Co-joined appeals Refs. Nos. APP/E5900/A/07/2041336, APP/E5900/A07/2042697/NWF, APP/E5900/C/07/2042018).
- 4.19 On 18th February 2008, the Planning Inspectorate dismissed application PA/07/898 for development of Site 11 (Appeal Ref. No. APP/E5900/A/07/2055314/NWF).

5. POLICY FRAMEWORK

- 5.1 For details of the status of relevant policies see the front sheet for "Planning Applications for Decision" agenda items. The following policies are relevant to the application:

Unitary Development Plan 1998 (as saved September 2007)

Proposals: -

Policies:	DEV1	Design Requirements
	DEV2	Environmental Requirements
	DEV4	Planning Obligations
	DEV28	Development Adjacent to Conservation Areas
	HSG7	Dwelling Mix and Type
	HSG 13	Standard of Dwellings

Interim Planning Guidance for the purposes of Development Control (October 2007)

Proposals: Draft Crossrail boundary

Core Strategies:	CP1	Creating Sustainable Communities
	CP19	New Housing Provision
	CP21	Dwelling Mix and Type
	CP22	Affordable Housing
	CP46	Accessible and Inclusive Environments
Policies:	DEV1	Amenity
	DEV2	Character and Design
	DEV3	Accessibility and Inclusive Design
	HSG2	Housing Mix
	HSG3	Affordable Housing
	HSG4	Varying the Ratio of Social Rent to Intermediate Housing
	HSG5	Estate Regeneration Schemes
	HSG9	Accessible and Adaptable Homes
	HSG10	Calculating Provision of Affordable Housing

Supplementary Planning Guidance/Documents

Residential Space Standards

The Mayor's Spatial Development Strategy for Greater London, The London Plan (Consolidated with Alterations since 2004) 2008

2A.7	Areas for Regeneration
2A.9	The suburbs: Supporting Sustainable Communities
3A.1	Increasing London's Supply of Housing
3A.2	Borough Housing Targets
3A.5	Housing Choice
3A.7	Large Residential Developments
3A.9	Affordable Housing Targets
4B.1	Design Principles for a Compact City
4B.2	Promoting World Class Architecture and Design
4B.5	Creating an Inclusive Environment
4A.3	Sustainable Design and Construction
5C.1	The Strategic Priorities for North East London

Mayor of London's Lower Lea Valley Opportunity Area Planning Framework

Government Planning Policy Guidance/Statements

PPS1	Delivering Sustainable Development
PPS3	Housing
PPG16	Archaeology and Planning
PPS22	Renewable Energy
PPS23	Planning and Pollution Control
PPG24	Planning and Noise

Community Plan The following Community Plan objectives relate to the application:

A better place for living safely

A better place for living well

A better place for creating and sharing prosperity

6. CONSULTATION RESPONSE

6.1 The views of officers within the Directorate of Development and Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below. The following were consulted regarding the application:

6.2 LBTH Highways

A supplementary s106 agreement is needed for highway improvements works and s278 agreement under the Highways Act 1980 to cover any damage to the highway.

(Officer Comment: The application is for a change in tenure mix and reduction in unit yield only. The development is otherwise unchanged from the outline application for the Crossways Estate and the detailed application for phase 5, namely PA/06/1852. Therefore, it would be inappropriate to require additional highway improvements contributions. Similarly, a planning informative in respect of s278 works, namely, repairs to the road network, do not reasonably relate to the scheme. It is noted the s106 for the outline planning permission for the entire crossways estate already requires the developer to complete a S278 agreement on each phase of the development. The developer cannot allow occupation of the buildings in that phase until the agreement is completed. Therefore there is no further requirements necessary for this application.)

6.3 Thames Water

The Authority recommends standard informatives for waste and water management

6.4 Metropolitan Police Crime Prevention

The Authority responded and advised that they have no comments to make.

6.5 TFL

- Cycle parking is consistent with TFL standards;
- Parking ratio of 42% is below 1:1 ratio of London plan although recommend a ratio not higher than 26%;
- Accessible parking to be provided based on UDP and Interim planning guidance standards;
- A travel plan should be produced for the application; and
- Construction Methodology Plan, Construction Management Plan and Construction Logistic Plan to be submitted to and approved by TFL.

(Officer Comment: The car parking arrangements including accessible parking are unchanged from the outline permission and detailed application PA/06/1852. Therefore, these matters and any conditions of approval are unrelated and therefore not appropriate or required. It is noted that A Travel Plan was secured as part of the s106 planning agreement for the outline application for the entire Crossways scheme. Additionally, planning conditions imposed on the outline application secured the requirement for a Code of Construction Practice as well as conditions regarding traffic, site parking and deliveries during the construction phases. Therefore, there is no further requirements necessary for this application.)

6.6 Crossrail

The Authority advises that they have considered the scheme and have no comments to make.

6.7 National Air Traffic Safety (NATS)

The Authority has no safeguarding objection to the scheme.

6.8 Olympic Delivery Authority (ODA)

The Authority advises that they do not have any comments to make on the application.

6.9 English Heritage (Statutory Consultee)

The Authority advises that they do not have any comments to make on the application.

7. LOCAL REPRESENTATION

7.1 A total of 2 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. The application has also been publicised in East End Life and on site. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No. of individual responses: 2 Against: 2 In Support: Nil

7.2 The following issues were raised in representations that are material to the determination of the application, and they are addressed in the next section of this report:

- Housing mix

7.3 The following issues were raised in representations, but they are not material to the determination of the application:

- Success of the regeneration of the crossways estate
- Comments about the level of crime, health and quality of life in this area and a view that this is due to a lack of space and insecurity
- The need for a youth centre

7.4 The issues were raised in representations, and are addressed below:

- Anti-social behaviour i.e. dumping of litter (Officer comment: this is not a planning consideration)
- Overcrowding (Density was considered as part of the outline permission PA/03/1683 and detailed application for Phase 5 PA/06/1852. The current application is for a change of tenure and reduces the number of units)
- Congestion and car parking (The traffic and parking arrangements are unchanged from application PA/06/1852 which was considered acceptable).

8. MATERIAL PLANNING CONSIDERATIONS

8.1 The principle of the scheme was previously established in the outline application for the entire Crossways estate regeneration (PA/03/1683). Also, the building design, relationship with neighbours, potential environmental impacts as well as the access and servicing arrangements are the same as the previous application which was previously considered to be acceptable in application PA/06/1852 which the Development Committee resolved to grant on 10th January 2007.

Housing

8.2 Section 4 of this report outlined the changes proposed by this application. In summary the application proposes the following:

- Change in tenure for 59 flats from market to social rent;
- Floor plan changes result in an overall reduction from 66 to 59 units;
- Floorplan changes resulting in a new mix which provides an additional 9 family sized units.

8.3 These changes are discussed in more detail below.

Affordable Housing

8.4 UDP policy requires affordable housing on schemes greater than the 10 ten units. Policy CP22 'Affordable Housing' requires 35% affordable housing based on habitable rooms. Currently, 54.6% affordable housing is provided across the entire Crossways estate. The subject application would further improve on this resulting in a provision of 62.5% affordable housing. The increased affordable housing provision is supported.

8.5 Affordable housing provision is further split into social rented and shared ownership tenures. A split of 80:20 is nominated in the LBTH Interim Planning Guidance. Policy HSG 4 'Varying the Ratio of Social Rented to Intermediate Housing' in the interim Planning Guidance expressly states that variations from this can be considered on large sites where there is already a large provision of affordable housing. The consolidated London Plan 2008 indicates a Londonwide requirement of 70:30 split pursuant to Policy 3A.9 'Affordable Housing Targets'. Although, the consolidated London Plan also states that boroughs should consider the particular circumstances of the area when considering what is an appropriate balance between social rent and shared ownership tenures.

8.6 The outline permission for the Crossways estate approved an 87:13 split. The subject scheme would result in a split across the entire estate of 89:11. No objection is raised on the basis that the outline scheme was found to be acceptable and approved despite this non-compliance. This change is not considered to be a concern following discussions with the LBTH Housing Team. Overall, the proportion of affordable housing provision is considered acceptable.

Family Housing

8.7 Family sized housing is a requirement in all three housing tenures (market, social-rent, and shared-ownership) although varying amounts are required in each.

8.8 CP21 'Dwelling Mix and Type' of the Interim Planning Guidance 2007 requires family housing in all three tenures. For intermediate housing the policy requires 25% family housing. In the social-rent housing tenure, 45% is required. In the market housing, 25% is required. Therefore a total provision of 30% is required across the whole scheme.

8.9 The proposal results in a reduced percentage of family housing in the social rent tenure from 38.5% to 35%. This is due to 1 and 2 bed flats also being converted to the social rent tenure. Nevertheless, the scheme is proposing nine (9) additional family sized units which are reflected in the total provision of family housing which increases from 17.2% to 18.6%. These family units are created by consolidating 1 and 2 bedroom flats together. Note that there is no change to family housing provision in the market and shared ownership tenures. The overall increase in family accommodation is supported.

Wheelchair Housing and Lifetime Homes

8.10 Policy HSG9 'Density of Family Housing' of the Interim Planning Guidance requires housing to be design to Lifetime Homes Standards and for 10% of housing to be wheelchair accessible or "easily adaptable".

8.11 A 'Code for Sustainable Homes Statement' was submitted with the application, which states that all units in the scheme are accessible in accordance with Lifetime Homes Standards. An appropriately worded condition of approval is recommended to ensure the development is

constructed in accordance with these standards. The Scheme is considered to have address policy in this regard and is therefore acceptable.

Floor Space

- 8.12 Policy HSG16 'Housing Amenity Space' of the adopted UDP 1998 and Supplementary Planning Guidance (SPG) 'Residential Space' (adopted 1998) sets the minimum space standards for residential developments.
- 8.13 The additional 3 bedroom units being created as part of the floorplan changes satisfy the Council's minimum floorspace standards and are therefore acceptable.

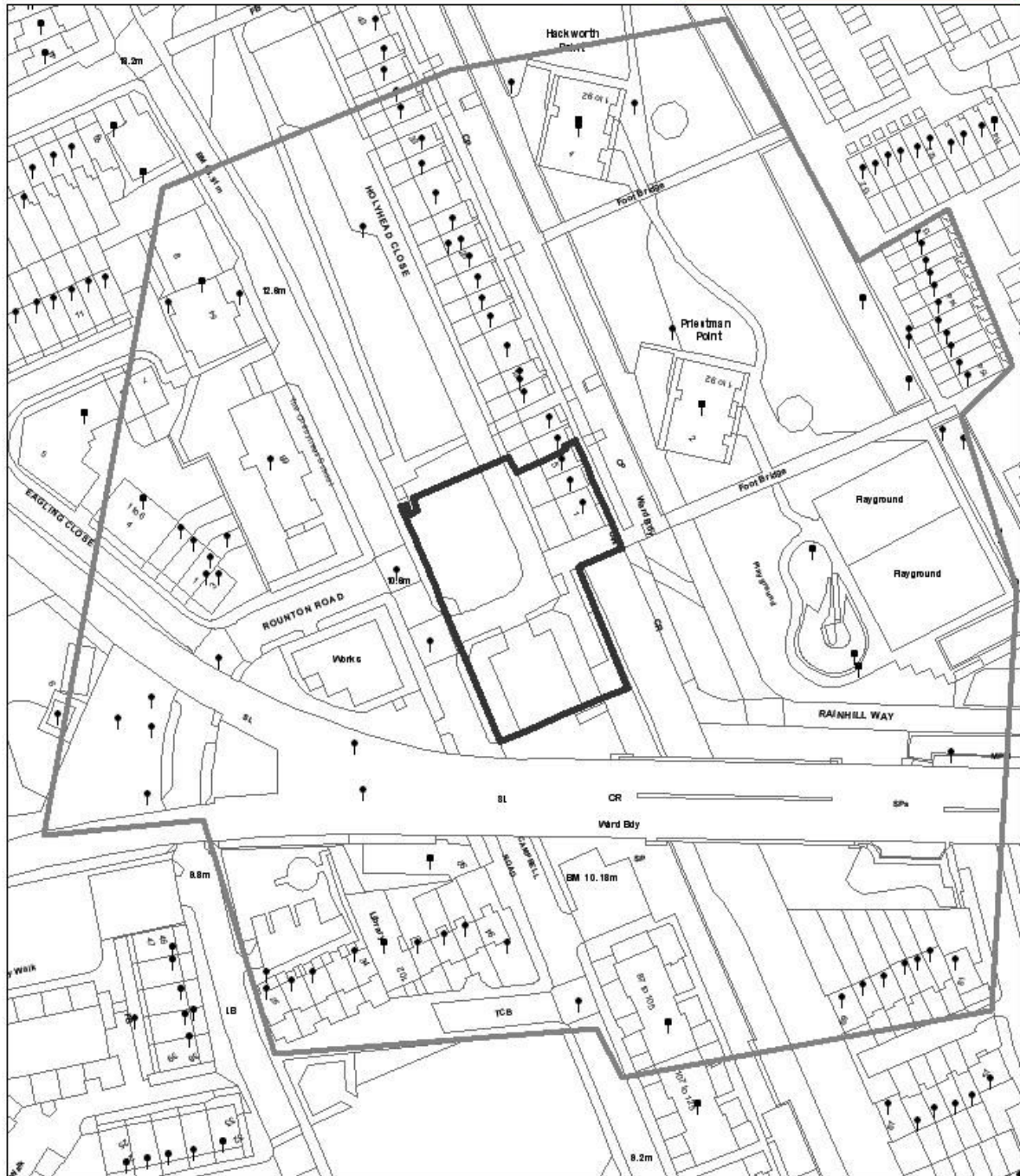
9. Conclusions

- 9.1 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning of this report.

List of Appendices

- A. Application PA/03/1683
- B. Application PA/06/1852

Planning Application Site Map



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



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 Stationary Office (c) Crown Copyright. London Borough of Tower Hamlets LA086568

Crossways Estate Phase 5

Committee: Development Committee	Date: 15 September 2004	Classification: Unrestricted	Report Number: DC039/045	Agenda Item Number: 7.8
Report of: Director of Development and Renewal Case Officer: Natasha Hayes		Title: Town Planning Application Location: CROSSWAYS ESTATE, RAINHILL WAY, LONDON, E3 Ward: Bromley By Bow/ Mile End East		

1. SUMMARY

1.1 Registration Details

Reference No: PA/03/01683

Date Received: 08/12/2003

Last Amended 20/01/2004

Date:

1.2 Application Details

Existing Use:

Residential Estate comprising three tower blocks and 22 houses, housing amenity land including ball court, designated open space (allotments) land rear of Campbell Road.

Proposal:

Outline Application for demolition of 1-43 Holyhead Close; refurbishment, including cladding, of three tower blocks, and sub-division of larger flats therein to increase total from 276 to 315 units. New development of 357 units of housing for sale and for rent, in blocks up to 6 storeys high, on land within the estate including designated housing amenity land. The proposal will include a new access road, a new community centre, with associated parking and landscaping.

Applicant:

London Borough of Tower Hamlets (in partnership with Swan Housing Association)

Ownership:

LBTH and various leaseholders within Crossways Estate

Historic Building:

No

Conservation Area:

Western edge of site within the Tomlins Grove Conservation Area.

2. RECOMMENDATION:

- 2.1 That the Development Committee **grant** outline planning permission, subject to the satisfactory completion of a legal agreement pursuant to Section 106 of the Town & Country Planning Act 1990 (and other appropriate powers) to include the matters outlined in Section 2.4 below; the reserved matters, conditions, and informatives outlined in sections 2.5 and 2.6 below;

- 2.2 That if the Committee resolve that planning permission be granted, that the application first be **referred to the Mayor of London** pursuant to the Town & Country Planning (Mayor of London) Order 2000, as a departure application of over 150 new residential units.
- 2.3 That if the Committee resolve that planning permission be granted, that the application first be **referred to the Secretary Of State** pursuant to the Town & Country Planning Direction 1999. Annex 1, paragraph 3(a), as a departure application of over 150 new residential units.

Legal Agreement

- 2.4 To be entered into by the developer on acquiring an interest in the land, to secure the following:
- (1) Provision of affordable housing;
 - (2) Preparation and implementation of a Travel Plan, in consultation with Transport for London (TFL);
 - (3) Completion of a car free agreement.
 - (4) The use of local labour in the construction of the development.

Conditions

1. Time Limit – reserved matters;
2. Full Particulars of following reserved matters to be submitted for each phase of the development for approval:
 - a) the design of the buildings;
 - b) the external appearance of the buildings;
 - c) the landscaping of the site;
3. Soil Investigation & mitigation;
4. Tree retention, protection, relocation, and replacement;
5. Planting to be carried out in first planting season & 5 years maintenance;
6. Detailed drawings showing all highway improvements and new infrastructure, including the new Campbell Road junction, the appropriate sections of the new estate road, and proposed new pedestrian & cycle routes shall to be submitted to and approved in writing by the local planning authority prior to the commencement of the development.
7. Detailed drawings showing the parking layout (limited to a maximum of 355 car parking spaces), including parking for persons with disabilities, motor cycle and cycle storage to be submitted to and approved in writing by the local planning authority prior to the commencement of the development.
8. The following shall be submitted with the detailed application for each phase of the development:
 - a) Access Statement;

- b) Sunlight/daylight assessment in accordance with BRE guidelines;
- c) Eco-homes report on sustainable design and construction;
- d) Report on Lifetime Homes standards and wheelchair housing provision;

9. The landscaping details submitted pursuant to conditions 2c and 5b shall comply with the recommended mitigation measures of the 'Wind Environment Report - June 2004' that accompanied the application, and shall include details of biodiversity enhancements to be implemented as recommended in 7.2 of the 'Ecological Survey & Assessment Report – November 2003' that accompanied the application;
10. Construction hours restricted to: Mon-Fri 0800hrs-1800hrs, Sat 0800hrs-1300hrs. Not on Sundays or Public Holidays;
11. Full details of sound insulation and vibration isolation to be submitted for approval prior to commencement of works;
12. Layout of habitable rooms shall place habitable rooms away from noise sensitive facades wherever possible;
13. In relation to sites 6 and 7, evidence must be submitted to demonstrate that the flats to be built directly over the Docklands Light Railway (DLR) tunnel can be structurally isolated from the DLR tunnel to mitigate any unacceptable noise and vibration impacts, to the satisfaction of the local planning authority.

If such evidence can not be provided, detailed drawings shall be submitted showing alterations to the layout so that no residential flats are to be built directly on top of the DLR tunnel. This part of the development shall be completed only in accordance with the alteration(s) thus approved.

The applicant shall ensure Transport for London is consulted on the above details.

14. Submission of a Strategic Sustainability Report;
15. Wheel cleaning during construction;
16. Air Quality Management Plan shall be submitted to and agreed in writing by the Local Planning Authority (LPA) prior to commencement of works;
17. Details of the route for construction traffic shall be submitted to and agreed in writing by the LPA prior to commencement of works;
18. Details of on site parking and delivery arrangements during the construction phases shall be submitted to and agreed in writing by the LPA prior to commencement of works;
19. A Code of Construction Practice shall be submitted for approval prior to commencement of development, and shall be complied with during construction;
20. Preparation of/compliance with an Environmental Management Plan.
21. Detailed design and method statements for all the ground floor structures to be provided - Crossrail consultation;
22. Applicant to provide further information on the viability and requirement for a GP service or primary health facility on the estate, for which potential accommodation is allocated on the lower two floor of Hackworth Point.

2.6 Informatives

- a) Subject to a Planning Obligation Agreement;
- b) Construction Waste;
- c) Consideration to use of low emission vehicles during construction;
- d) Consideration should be given within the detailed design of sites 7 and 8 to provision of a new direct access from the estate to Bow Church DLR station.
- e) Your attention is brought to the detailed comments provided by the DLRL (letter dated 27 July 2004) and Network Rail (letter dated 8 July 2004) regarding construction related requirements in relation to the operation of the relevant transport network.
- f) Cross London Rail Links Ltd (1 Butler Place, London, SW1H 0PT, tel 020 7941 7600) has indicated its preparedness to provide guidelines in relation to the proposed location of the Crossrail structures and tunnels, ground movement arising from the construction of the running tunnels, and noise and vibration arising from the running tunnels. Applicants are encouraged to discuss the guidelines with the Crossrail Engineer in the course of preparing detailed design and method statements.
- g) Stopping Up Order may be required from the Highways Authority in relation to Rainhill Way;
- h) In relation to condition 2 (a), the Council will expect to see high quality external materials used for cladding of the existing towers and construction of the new build element.
- i) In relation to condition 8 (c), the Council expects to see a 'good standard' of sustainable design and construction in accordance with the BRE Eco-homes standards;
- j) In relation to condition 8 (d) the Council recognises that constraints of the existing site and towers may limit full compliance with the relevant standards, however the applicant should demonstrate how they propose to meet these standards as far as achievable.

3. **BACKGROUND**

- 3.1 The Crossways Estate and the area in general have been in decline for some time and this is reflected by the poor physical state of the buildings and the associated social problems.
- 3.2 In 1999 Tower Hamlets Housing Directorate commissioned initial appraisals which found the blocks to be in sound structural condition, but in need of full refurbishment. The same year a feasibility study was commissioned to look at options available for the Crossways Estate. Following identification of a 'preferred option' the applicant then undertook an extensive consultation process with residents and stakeholders, the current proposals being the result.
- 3.3 A draft Planning & Development Framework was drawn up by the Planning Projects section in August 2002 to provide the brief for the detailed master planning of the estate and as an expression of the Council's desired outcomes for the area.

- 3.4 The applicant is the London Borough of Tower Hamlets, in partnership with Swan Housing Association, the RSL who will take over management of the estate post ballot if successful. The applicant has attracted regeneration funding into the area through a range of programs, including SRB 6 funding for the infrastructure works that will contribute to the regeneration of the Crossways Estate. The applicant has emphasised the significance of any delays in obtaining outline permission in terms of securing substantial regeneration funding. This funding will come from Council's own capital programme, the Housing Corporation, London Development Agency, Regional Housing Board (ODPM) and the Housing Corporation.
- 3.5 It Outline Planning Permission is sought to create around 670 new, refurbished, or converted homes within a high quality and secure environmental setting. The construction period is anticipated at around 5 years.

4. PLANNING POLICY FRAMEWORK

- 4.1 The following Unitary Development Plan **proposals** are applicable to this application:

(1) Land East Of 23-27 (Odd) Campbell Rd, E3

- 4.2 The following Unitary Development Plan **policies** are applicable to this application:

DEV1 Design Requirements	DEV25 Conservation Areas
DEV2 Environmental Requirements	DEV29 Dev Adjacent to Conservation Areas
DEV4 Planning Obligations	DEV39 Dev Affecting Setting of Listed Building
DEV12 Landscaping	DEV50 Noise
DEV12 & 15 Trees	DEV51 Contaminated Land
HSG1 Housing targets	HSG9 Density
HSG2 New Housing Developments	HSG13 Internal space
HSG3 Affordable Housing	HSG16 Amenity Space
HSG7 Dwelling mix & type	HSG17 Housing Amenity Land
HSG8 Mobility & wheelchair standards	HSG18 Improve quality of Council properties
T9 Strategic Restraint	T17 Transport Planning Standards
T15 Transport Systems	T21 Pedestrian routes
OS1 Safeguarding of Public Open Space	OS8 Allotments
OS2 Improve Quality of Open Space	OS9 Childrens Playspace
OS7 Loss of Open Space	OS13 Youth Provision
EMP6 Employing Local People	SCF10 Community Buildings
SCF4 Primary Health Care facilities	SCF11 Meeting Places

- 4.3 The following New Unitary Development Plan 1st Deposit Draft **proposals** are applicable to this application:

- (1) Rainhill Way Amenity Space – Housing Amenity Land.
 (2) Crossways – Housing Development Opportunities.

- 4.4 The following New Unitary Development Plan 1st Deposit Draft **policies** are applicable to this application:

UD1 Scale & Density
UD2 Architectural Quality
UD3 Inclusive Design
UD4 Design Statements/Access Statements

UD5 Safety & Security
UD11 Landscaping
UD22 Conservation Areas

ENV1 Amenity
ENV3 Noise & Vibration
ENV5 Demolition & Construction
ENV6 Sustainable Construction Materials
ENV7 Air Pollution
ENV8 Energy Efficiency

ENV9 Development on Contaminated Land
ENV11 Waste Disposal & Recycling
ENV15 Protection of Biodiversity
ENV18 Tree Protection
ENV26 Protection of Open Space
ENV28 Access to Open Space

HSG1 Housing Provision
HSG2 New Housing Developments
HSG4 Affordable Housing
HSG5 AH Ratio & Mix
HSG7 Retention of Affordable Housing

HSG8 Dwelling Mix & type
HSG9 Housing Density
HSG10 Lifetime Homes & Mobility Housing
HSG12 Amenity Space

SF1 Social Facilities

TRN1 Transport & Development
TRN2 Public Transport Schemes
TRN4 Safeguarding Transport Schemes
TRN5 The Road Network
TRN6 Parking & Servicing

TRN7 Transport Assessment
TRN8 Travel Plans
TRN9 Linkages
TRN10 Pedestrian Permeability
TRN11 Bicycle facilities

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

- (1) A better place for living safely - reduction in crime and improved safety.
- (2) A better place for living well – quality affordable housing and access to health care.
- (3) A better place for learning, achievement and leisure – improved education for children and mature aged students, excellent and accessible arts and leisure facilities.

5. **CONSULTATION**

5.1 The following were consulted regarding this application:

(1) **Environmental Health**

Noise & Vibration: Facades overlooking railways will be exposed to noise and vibration levels falling into Noise Exposure Category D of PPG24, other facades overlooking the road are likely to fall into category C. Planning Permission should normally be refused unless designed so that habitable rooms are not located on facades which fall into Category D. Vibration isolation of buildings may be necessary.

Further details of the vibration isolation and insulation of the building foundations, facades, roof, windows, and doors, including materials to be used is required. Careful consideration of the building façade layout will be

required to reduce road and railway noise impact. Consideration should be given to the internal layout to ensure habitable rooms are placed on quieter facades. Noise levels in amenity areas are likely to be excessive. A high degree of sound insulation will be required to all walls and roofs on the façade of the railway and all glazing in habitable rooms, along with sound attenuating ventilation.

Contaminated Land: Agree with the recommendations of the Contaminated Land Issues report to carry out additional intrusive investigations to be undertaken at the site and a quantitative risk assessment of the results of the investigation. Suggested condition for contaminated land investigation and remediation.

Air Quality: The proposed development during pre and post construction is likely to generate additional vehicle trips and subsequently increased congestion. In accordance with the Air Quality Action Plan conditions are recommended in relation to an Air Quality Assessment report, Ecohomes, Energy Statement, car parking provision, sustainable transport methods, use of low emission vehicles during construction, a Code of Construction Practice.

(2) **Conservation & Urban Design Team**

Generally supportive of the regeneration proposals. The proposed site footprinting is satisfactory in providing a defined urban edge along the site boundary. Concerns lie primarily with the level of safety and surveillance across the site. Although proposed access roads do improve the circulation and surveillance of the site, the treatment of the central towers is paramount to the success/ viability of the entire estate site. Street furniture and landscape design should be used to improve natural surveillance. The viability of this community centre will depend on who it is to be used by and how it is managed. Attention is needed to maintain the quality of facades needing to deal with noise exposure from the railway lines. Acknowledges that the Crossways Estate has difficult site characteristics to deal with and that recommended changes to the scheme have been addressed.

(3) **Cleansing Officer**

Standard refuse storage requirements provided. Suitable access and facilities for turning of refuse collection vehicles must be made where appropriate. Consideration should be given to the provision of recycling facilities.

(4) **Landscape Section**

No comments received.

(5) **Corporate Access Officer**

Initial comments in relation to accessibility have been addressed. Full Access Statements should be provided as part of the further detailed applications.

(6) **Crime Prevention Officer - E14 areas**

Comments were received from the Met Police on the original plans and a subsequent meeting was arranged to discuss the security issues. Below are

the main points raised by the Met Police during this meeting.

- Site 12 - concern at the maintenance of the through route and the danger of crime due to loitering in this area. Suggested closing the gap with the new buildings, or the construction of two houses to overlook the space could be beneficial. If the route is to stay, landscape solutions may help.
- Site 5 – concern that the play and carpark provision would be sufficiently well overlooked and secure.
- Open Space and Play areas – emphasised the need to ensure security of play areas. Recommended the enclosure and defined use of open space to avoid abuse. Careful landscape treatment is required to ensure spaces are properly used.
- Car Parking – accepted that if well managed and secure, private underground parking was viable in the borough. Preferred courtyard parking to on-street parking.
- Lighting vs. Trees – need for careful attention to the relationship between trees and lighting. Consideration to be given to the provision of pedestrian lighting in addition to roadway lighting.

Many resultant design changes were made in the revised layout to address the concerns raised. Consultation with the Met Police will be ongoing throughout the detailed design and construction of the development.

(7) **Head of Traffic**

Satisfied with the Traffic Impact Assessment in principle. Will need to see the detailed final proposals in relation to access arrangements, services, parking, pedestrian and cycle routes, to comment on their suitability.

(8) **Education Dept**

Current surplus places are available in local primary schools which should just accommodate the proposals, however there is little capacity to absorb more secondary pupils.

(9) **Strategic Social Services**

No comment received.

(10) **Network Rail (formerly Railtrack)**

Need to be satisfied that Network Rails infrastructure will not be affected by the proposal, both during construction and after completion. Asked that their comments be included as an informative to the developer.

(11) **Docklands Light Railway**

Discussions ongoing with the developer as more detailed designs are produced. Because of the sensitive nature of these proposals in relation to the DLRL railway, they would like to see their comments passed on to the developer and included on any decision notice. These comments relate to construction, safety, and operational issues; access and egress to Bow Church Station as part of detailed designs; transport assessment requirements, and noise mitigation measures under PPG24.

(12) **London Regional Transport**

No response received.

(13) **Greater London Authority**

- As a strategically important priority area for action and regeneration, the broad thrust of the proposals are strongly supported by strategic planning policy. The proposals represent a welcome modernisation and improvement of housing stock in a run-down estate, which suffers from poor environmental quality and public safety.
- The overall net gain in housing provision and affordable housing provision is welcomed and accords with strategic planning policy. The proposals will enhance housing choice and should ensure a more mixed and balanced community;
- The applicant needs to agree details of any permanent works adjacent or above the DLR. A condition should be placed on any permission to ensure TFL are consulted as details become available.
- Disappointing that the detailed issues of design and landscaping have been relegated to reserved matters and therefore difficult to draw firm conclusions on design quality;
- Concern that little weight given to the noise impact of the DLR. Further information is needed to show how the applicant will address noise and vibration issues. Concern that addressing those issues may require a fundamental reconsideration of the built form of the estate;
- States that TFL has not yet had a chance to review the results of the impacts on the junction of Campbell Road and Bow Road, as provided by the Traffic and Transport Impact Assessment. If adverse impacts are demonstrated then appropriate mitigation is expected. TFL welcomes reference to an Outline Travel Plan and supports objective to reduce dependence on the private car. No mechanism identified in the assessment to develop the proposed initiatives;
- A Strategic Sustainability Report has been commissioned to advise the regeneration team on issues of sustainability. Highly regrettable that this report has not been submitted at this stage. This should be supplied before the application is referred back to the Mayor for a decision. The local authority should ensure that the BREEAM assessment is carried out at the detailed stage to ensure the development meets at least a 'good standard' of sustainable design and construction;
- The proposed layout could be a significant improvement on the existing pattern and could bring significant safety and design benefits, however the DLR noise impact, access, transport, and sustainability issues identified in their report need to be addressed if the scheme is to be acceptable in strategic planning terms.

(14) **Housing Strategy Group**

The Social Housing Group supports the regeneration scheme devised for the estate and supports the additional housing proposed.

(15) **Transport for London - Street Management**

Comments contained within the GLA observations.

(16) **Crossrail**

No objections raised in principal. Required that conditions relating to submission and approval of design and method statements for all ground floor structures, foundations, basements, and other structures below ground

level, be placed on any permission granted.

(17) Arts, Sports and Leisure Services

No comments provided in relation to the outline application.

Comments from the Head of Leisure in relation to the Crossways Estate regeneration proposals were reported to the Policy Implementation Committee (PIC) on the 17th April 2002 by the Corporate Director of Housing. This report stated that Leisure Services had accepted in principal the reduction in open space in relation to this project, with the proviso that new high quality recreational areas and open spaces must be provided within the scheme.

5.2 Responses from neighbours were as follows:

No. Responses: 16 In Favour: 0 Against: 15 Petition: 0

5.3 The application has been advertised in the local press and by site notices as a major development and as a departure from the Unitary Development Plan proposals. In addition, notice of the proposal was sent to adjacent occupiers within a 40 metre radius of the site boundary. The responses are summarised as follows:

5.4 Resident of 19 Holyhead Close has occupied one of the dwellings to be demolished for over 30 years and objects to the proposals on the grounds that he has carried out many improvements to his property over the years. Also that he is a keen gardener and does not wish to move from a house to a flat.

5.5 Resident of 57 Mallard Point has concerns about the increase in the number of people living in the area and the associated impact on infrastructure and services. Would like assurances that there is funding for the whole project, concern that the works are not left in an incomplete state due to lack of funding or increasing costs as has happened elsewhere. Concern as to the human cost of moving current residents during refurbishment of the tower blocks.

5.6 13 letters of objection were received from residents within the adjacent Regent Square development, including one from the residents management group for Regent Square 'Eastways Management Ltd'. The grounds for objection and other comments are summarised below:

- Impact on property values, rental income, and associated financial implications;
- Loss of privacy and views;
- Loss of sunlight and daylight;
- Increased density of development;
- Increase in population resulting in overcrowding;
- Impact on infrastructure and services such as health & dental facilities, schools, water & drainage, recreation land, roads & public transport;
- Increased noise and disturbance;
- Increased litter pollution;
- Adverse impact on the security of existing residents due to significant increase in population;
- Believe the emphasis is on quantity of housing not quality;
- Loss of established mature trees which provide greenery, bird habitats, and privacy;
- Lack of play space for children;

- Loss of existing public footpath adjacent Regents Square, which is used by many, including children to play football and ride bikes.
 - Close proximity of new buildings and feeling of being 'hemmed in';
 - Concern that the land which includes garages as part of Regent Square is denoted as Site 18 a 'possible future phase';
 - Land ownership queried relating to a narrow strip of land to rear of the gardens of Site 3C, and concern that it is likely to be used as dumping ground and site for anti-social behaviour;
 - Security concerns in relation to proposed underground car parks;
 - Inadequate parking facilities and access problems to Campbell Road;
 - Concern that area may become a rat-run for traffic;
 - Concern about management and ongoing maintenance of the new community centre;
 - Little consideration within proposals for caring for the elderly within the community;
 - Concern about access by emergency services to the estate and rear of Regents Square;
- 5.6
- Construction impacts over a long period such as noise, pollution and debris;
 - Long term pollution impacts due to an increase in private vehicles;

Other Comments/Queries:

- Prefer to see tower blocks demolished and redevelopment of area with low-rise accommodation and more open space.
 - Focus should be on improving existing housing in terms of maintenance and security;
 - Existing green areas should be redesigned for better security and greater use;
 - Need to reduce narrow alleyways and maintain good lighting to discourage anti-social behaviour;
 - What provision for disabled access and prams?
- 5.7
- Following the amendments made to the scheme, re-consultation was carried out with adjacent residents. Five letters were received from residents with the following additional comments or grounds objections:
- Overshadowing and overlooking concerns remain;
 - Pleased that narrow alley on site 3C, adjacent Regents Square, has been removed. Would like to know how the LBTH land ownership of this strip has been confirmed. Concern that arrangements for maintenance of the boundary wall be agreed.
 - Security issues and underground car parks remain of concern. Would like to know if cost of security to underground car park would be borne by residents through Council Tax;
 - Concern upheld that recreation area will be insufficient for the numbers of children within the proposed development;
 - Provision of health care facilities remains a primary concern;
 - Inadequate infrastructure provision (schools, transport, shops, services);
 - Pleased to see some trees retained along western boundary of the site. Would like to see replacement trees that are similarly mature trees where possible and mature trees pruned rather than removed wherever possible;
 - Concern that the number of new dwellings planned for the estate is too many;
 - Rainhill Way is a public footway and should be retained as it is;
 - Concern about access for emergency services;
- 5.8
- The grounds of objection outlined above are addressed within the main body of the report.

6. ANALYSIS

6.1 Site Description

- 6.1.1 The Crossways Estate is located south of Bow Road, adjacent and over the Docklands Light Railway. The existing development rests in a former railway cutting below the level of the surrounding streets and the towers are accessed by a series of access bridges. The Estate presently comprises three tower blocks, Mallard, Hackworth and Priestman, each comprising of 92 flats of one, two, and three bedrooms. In addition, Holyhead Close provides a further 22 three bedroom houses in low-rise block directly over the DLR tunnel. The existing estate provides a total of 298 homes, 50 on street parking spaces and 22 private garages, with associated open space and play areas.
- 6.1.2 The estate was built in the early 1970's and is now in poor condition, making it unpopular with prospective tenants. Ground levels vary considerably across the Estate. There is a difference of around 7 metres between the ground level at the base of the towers and the apex of Campbell Road. A long depression along the middle of the estate and prevents vehicular access between the tower blocks and Campbell Road due to the change in level. The tower blocks and ball court sit at the bottom of the depression and pedestrian access to the tower blocks from Campbell Road is currently provided by high level walkways.
- 6.1.3 Crossways Estate is well located for public transport, directly adjacent the Bow Church DLR, 10 minutes walk from Bow Road tube, with numerous Bus Routes along Bow Road and Campbell Road. Tesco superstore is a 15 minute walk and at Stroudley Walk there is a post office, convenience store and GP surgery.

6.2 Application proposal

- 6.2.1 The proposals involve the following:
1. Refurbishment and conversion of the existing tower blocks. This includes increasing the number of smaller one and two bed units within the towers, which are seen as less suitable for family accommodation;
 2. Demolition of 22 houses above the DLR tunnel in Holyhead Close;
 3. New build blocks of houses, flats, and maisonettes constructed throughout the estate to provide replacement and additional residential accommodation;
 4. Construction of a new community centre at the base of Priestman Point;
 5. Creation of a new access route from Campbell Road, redesign of play spaces and landscaping of the open space areas within the estate, new pedestrian and cycle links, and restructuring of the estates parking provision.
- 6.2.2 Despite revisions made to the scheme throughout the assessment process, local residents still have concerns regarding the density of the proposed development and its potential impact on the amenity and infrastructure of the local area. These issues are discussed in further detail below.

6.3 Land use

- 6.3.1 The national policy context in relation to density and the efficient use of urban land, contained within PPG3 and PPG13, now places a strong emphasis on higher densities in urban areas. With poor quality open space, poor site access, and high levels of crime and antisocial behaviour, the subject site presents an important regeneration opportunity.
- 6.3.2 The regeneration proposals contained within this outline application aim to increase existing density levels in line with national guidance and the adopted London Plan. At the same time improving the existing housing stock and providing improved pedestrian, cycle, and vehicle access into and through the site, with safer and

higher quality outdoor space and play areas.

- 6.3.3 The element of the scheme which constitutes a departure from the land use proposals of the LBTH Unitary Development Plan (UDP) is that shown on Site 7 of the Masterplan Layout - Drawing No. A266912.1/001. This part of the scheme involves building along the southern edge of a triangular area in the north-west corner of the estate, which is identified on the current UDP Proposals Map as Public Open Space for Allotments.
- 6.3.4 It appears that the site has never been used as allotments, and its designation under the emerging Draft UDP has changed to Housing Amenity Land. A small area towards the northern end of this site appears to have been fenced off for use as additional private garden space, presumably by the occupiers of the Campbell Road properties through adverse possession.
- 6.3.5 The subject open space area is around 4000sqm and located at a low level within a former railway cutting. Its location, topography, and lack of natural surveillance mean it is poorly used and is not considered to have a significant amenity value. The proposals to build new houses/flats along the southern edge of this space would involve a footprint area of around 500sqm, a relatively small area of the subject open space. The proposals will also mean that the remaining open land would be better overlooked, landscaped to improve its amenity value, and would provide more defined and usable public and private amenity space.
- 6.3.6 Additionally, the proposed block along the southern edge of this space forms an important part of the new bridge over the DLR tunnel, which involves housing blocks either side of a new site access onto Campbell Road. This contributes to the objective of creating a new urban context that addresses and negates the effects of the existing level changes on the site.
- 6.3.7 The regeneration benefits of the proposal, including the increase in the quantity and quality of affordable housing provision, as well as the estate-wide regeneration initiatives in relation to access and security, represent significant social benefits that justify this small reduction in open space. As such, whilst the proposals may constitute a departure from plan policy, it is considered that there are exceptional circumstances to justify approval in this case.

6.4 Density, Dwelling Mix & Type

- 6.4.1 The subject site is a residential estate with a housing density level of 278 HR/h. The site has a Public Transport Accessibility Level (PTAL) of 5/6a indicating good public transport links. In such areas densities of up to 700HR/h are considered appropriate. The proposals will result in an overall increase of 374 units, and a new density level of 534HR/h. This is considered to be consistent with current Central Government guidance, the adopted London Plan, and the emerging policies within the draft Unitary Development Plan (UDP).
- 6.4.2 The proposals involve increasing the number of one and two bed units within the towers, with a higher proportion of two, three, and four bed flats, maisonettes, and houses within the low rise new build development. The accommodation schedule from existing to proposed is as follows.
- Existing: 69 x 1bed (23%), 69 x 2bed (23%), 160 x 3bed (54%).
 - Proposed: 234 x 1bed (35%), 349 x 2bed (51%), 79 x 3bed (12%), 15 x 4bed (2%).

The affordable housing element provides the following mix:

- 167 x 1bed (46%), 104 x 2bed (28%), 79 x 3bed (22%), 15 x 4bed (4%).

6.4.3 This mix is considered to provide accommodation types to meet a wide range of housing needs. It is important to note that almost all of the existing family units on the estate are within the tower blocks. A major benefit of the regeneration proposals is the re-providing family accommodation within low rise blocks or houses with private gardens. The proposals are considered to be in accordance with UDP housing policies HSG7 and HSG16.

6.4.4 The provision of a substantial number of private homes for sale within the estate will improve the mix of residents and provide a more diverse range of tenures, which is important to ensure the long term sustainability of the estate. In addition, sale of the private units will help to fund the new affordable housing units along with infrastructure improvements on the estate. These factors will contribute importantly in addressing the current high levels of crime and anti-social behaviour on the estate, and should lead to a better standard of living environment for all in accordance with the goals of the LBTH Community Plan.

6.4.5 Concern was raised by some objectors that the increased numbers of people living on the estate as a result of the proposals would lead to impacts of overcrowding, increased noise and disturbance, and increased litter pollution. Density issues are addressed earlier in this section, however it should be re-iterated that the proposals for the Crossways Estate are designed to respond to current local, strategic and central government planning guidelines in relation to housing provision requirements to address the extreme shortages of affordable housing in London. Further to this, the following points are made in response to the grounds of objection:

- It is not considered that increasing the quantity of housing on the site is at the expense of quality. The regeneration proposals involve many improvements and enhancements to the existing living environment on the estate, as discussed earlier in the report.
- Security improvements on the estate should also benefit those within adjacent developments.
- The refuse arrangements for the existing tower blocks will be refurbished and made more accessible for the borough's collection vehicles. New blocks are likely to involve either underground refuse systems or individual wheelie bins depending on the unit type.
- Any potential increase in noise and disturbance as a direct result of increased numbers of residents is not likely to be unacceptable within a central London location such as this.

6.5 Affordable Housing

6.5.1 The proposals involve refurbishment of existing affordable homes that have reached the end of their serviceable life. In addition they would provide new build affordable housing mixed with a substantial proportion of private accommodation. As a percentage of the total development including new, refurbished, and converted homes, around 54% will be affordable. As a percentage of the total number of new build homes only, around 40% will be affordable. This is considered to be in excess of the current UDP affordable housing policy HSG3 and complies with the London Plan and emerging policies of the draft UDP.

6.6 Amenity Issues

6.6.1 The Noise and Vibration report submitted in support of the application states that habitable rooms will not be located on the southern elevations of Sites 5, 6, and 11.

Noise exposure to habitable rooms on other elevations will be mitigated using high performance glazing and trickle vents. In terms of train vibration, the report states that train vibration velocities measured for DLR, London Underground Line, and commuter trains are generally within recommended guidelines, however at Site 5 vibration levels marginally exceed recommended comfort levels. Vibration isolation measures will be required.

6.6.2

The concerns expressed by Environmental Health and the Greater London Authority (GLA) concerning the potential problem of vibration and noise from adjacent railways are noted. It is agreed that the Council would not wish to encourage the construction of new dwellings with as bad an environmental quality as the existing in relation to noise. Nevertheless, it is considered that the issue of rail noise/vibration can be dealt with through the imposition of appropriate conditions. These will require further evidence to demonstrate that an acceptable level of noise can be achieved within the new residential units through the implementation of appropriate vibration and sound insulation measures, in addition to the careful layout of internal rooms to minimise noise/vibration impacts. The buildings at Site 5 and Site 11 will also be designed to act as 'barrier blocks' to reduce noise levels to the rest of the estate and outdoor amenity areas. Hence it is not considered that a refusal of the scheme is justified in this instance.

6.6.3 Concerns were expressed by adjacent residents, within the adjacent private development of Regents Square, adjoining Site 3C, in relation to potential impact on their sunlight, daylight, privacy, and outlook as a result of the proposals. The application has been assessed in consideration of the concerns raised and in accordance with policy DEV2 of the UDP.

6.6.4 The applicant has submitted sections through all existing and proposed blocks, which shows the 25 degree line drawn from the ground floor windows of existing blocks. The 25 degree method is based on guidance set out in 'Site Layout for Daylight and Sunlight, a Guide to Good Practice' published by the Building Research Establishment (BRE). The greater any transgression of the 25 degree line the greater the potential that daylight and sunlight to the subject window will be impacted to an unacceptable level.

6.6.5 The sections illustrate that in most cases the 25 degree line is either not breached or has a very marginal breach, hence no significant or unacceptable impact is expected. In cases where substantial breaches were originally found, resultant changes to the height and massing of the proposed buildings has been carried out to mitigate the potential impact.

6.6.6 As part of the submission of further detailed applications and reserved matters, the applicant will be required to carry out detailed BRE tests for Vertical Sky Component (VSC) and Annual Probable Sunlight Hours, to ensure any impact in relation to the detailed design is acceptable.

6.6.7 The layout of the new build blocks has been designed to maintain a reasonable distance between existing and proposed windows, to minimise overlooking impacts wherever possible. Policy DEV2 of the UDP suggests that a distance of around 18 metres between directly facing windows to habitable rooms will mitigate any potential loss of privacy. In relation to Regents Square, the windows on the rear elevation of the block on Site 3C would be at least 18m or more from the opposite rear elevation of the existing houses. Only where the block turns the corner at the northern end does it come closer (approximately 15m). This 3 storey house will be orientated north-south and will not require any windows in the side (flank) elevation facing Regents Square.

- 6.6.8 The retention of many existing mature trees within what will be the new rear gardens of the proposed buildings will maintain a level of screening and privacy between existing and proposed dwellings. The applicant's state that they recognise the development of site 3C is of particular concern to residents of Regents Square. It is proposed that the detailed planning application for this phase of housing will make special consideration to minimising any overlooking within the framework of the outline proposals.
- 6.6.9 Whilst private views are not a material planning consideration as such, any loss of outlook which results in a 'sense of enclosure' to a particularly detrimental and unacceptable level, are material reasons for refusing a planning application. Taking into account the set back between the proposed new build blocks from existing buildings, with private gardens in between, together with the proposed height of blocks, it is not considered that the proposals would result in an unacceptable 'sense of enclosure' from the existing properties.

6.7 Recreation, Landscaping and Open Space

- 6.7.1 Government guidance contained within PPG17 places a high level of importance to the retention of recreational and amenity open space in urban areas. Particular emphasis is put on the need for children and elderly people to have access to open space near where they live.
- 6.7.2 The existing areas of open space on the Crossways Estate are generous, but are badly maintained, under used, and have inherent safety and security problems. A major failing identified on the current estate is the poor quality of recreation and play provision. It is recognised however, that the current openness of the estate allows for nature, dog walking, and spontaneous play on grassed areas.
- 6.7.3 The regeneration proposals will result in a loss in the overall quantity of open space amenity land within the Crossways Estate. However, the overall open space strategy for the estate is to improve the quality of open space and recreational facilities. In order to provide a more secure and sustainable provision, the proposals involve localised play areas in well overlooked, secure locations. A new scheme of external lighting will form part of the landscaping proposals to ensure the new access routes and amenity spaces are well lit for safety and security purposes.
- 6.7.4 A new ball sports court will be located adjacent Priestman Point and will replace the existing courts at the southern end of the site. This will be accessible via the new community centre, to ensure it does not become subject to mis-use. Many localised play areas will be provided within the new estate layout to replace the existing isolated playground at the southern end of the site.
- 6.7.5 The proposals include a linear park aligned with the new access road and the three towers, acting as a green corridor through the site. The proposals aim to retain as many of the existing mature trees as possible, whilst new planting and landscaping will be carried out to provide a robust and sustainable landscape treatment which responds to the new urban layout.
- 6.7.6 The proposals involve carefully defined spaces within the estate for specific users, as outlined within the 'Recreation & Leisure Study'. The new layout would aim to balance communal areas, private gardens and public open spaces. Whilst the proposals do not strictly accord with UDP policies HSG17 and OS7, it is considered that a strong argument can be made to justify the reduced level of open land within the estate based on improving the quality of new recreational areas, play space, and outdoor amenity areas. The proposals involve bringing about wider regeneration benefits, improving the balance of the housing mix, and providing a

greater proportion of family units in low rise blocks with private gardens

6.8 Trees

6.8.1 The proposed new estate layout and infrastructure will necessitate the removal of many mature trees within the Crossways Estate. Whilst regrettable, it is recognised that the removal of these trees is necessary to accommodate a viable new estate layout and improved access, and to achieve the broader long term regeneration of the area.

6.8.2 There are two 'broad leaved lime' trees subject to a TPO on Campbell Road and identified on the masterplan layout. Whilst these are not directly affected by the outline of the proposed new building on site 16, their proximity to the new building and their location near the proposed new access routes intersection with Campbell Road, may necessitate their removal through the detailed design.

6.8.3 The applicant has confirmed that pruning and lopping of trees will be considered prior to felling, and this should apply importantly to the TPO trees mentioned above. The proposals include the planting of many more new trees on the site than those to be removed. The applicant also proposes to use larger girth trees for new and replacement planting, rather than saplings, to be protected and managed after planting to ensure successful establishment. Several biodiversity enhancements are proposed as part of the new landscaping scheme for the estate. Conditions will be used to secure the above.

6.9 **Transport, Parking, and Access**

6.9.1 Poor pedestrian and vehicle access to the existing estate, and its location within a former railway cutting, mean it is both visually and physically isolated from the surrounding area. The existing road network within the estate provides a single through route, Rainhill Way, which connects with Bromley High Street to the north and Devons Road to the south.

6.9.2 A new estate access road leading from Campbell Road, replacing the existing pedestrian bridge, is intended to significantly improve permeability and access to the site. It will be designed as a wide tree-lined boulevard offering a high quality ambience. The road will need to bridge the DLR tunnel and will be designed and constructed in consultation with the DLR and TFL. The new access road will create a level access from Campbell Road and the development of a new junction with Campbell Road.

6.9.3 The new access road will continue into the estate to form the new main estate road. This will curve between Mallard Point and Hackworth Point toward the South, and slope down at a gradient of 1 in 20 to the existing lower level of the site. The new access road will be flanked by new housing, which will be perceived as being located at normal ground level. The existing site level changes will be hidden within the cross-section of the new buildings and within private garden areas. The new access route will link the north and south access points of the estate.

6.9.4 The scheme also aims to improve existing pedestrian links to the site through increased surveillance and appropriate landscaping. It has not been possible to create localised ramp access to Bruce Road between Sites 3A and 3B, and 3B and 3C, due to width restrictions. However, as requested by the Council's Access Officer, public steps in these locations will be designed to allow ease of use by the ambulant and sensory disabled and young or elderly pedestrians. Flats and houses will be constructed with level entrance thresholds, with paving and floor finishes chosen to maximise ease of use for special needs residents and visitors as well as

the young and old.

- 6.9.5 The site is ideally located to take advantage of existing and proposed sustainable transport links. It is hoped that a new direct access route from the estate to the Bow Church DLR station can be achieved through the detailed design of the relevant phase of the development.
- 6.9.6 A Traffic & Transport Impact Assessment (TIA) has been submitted to address the issues arising from the regeneration proposals. This report concludes that the impact on Campbell Road as a result of the regeneration proposals would not be significant. In terms of the potential impact on Bow Road as a result of any increase in traffic flows, it is expected that this can be accommodated by existing junction capacity. With the introduction of a new access road to the estate from Campbell Road, traffic flows on Devons Road, Bromley High Street, and Bruce Road are expected to fall.
- 6.9.7 Concern has also been raised that the new route through the estate would lead to the creation of a 'rat-run'. The TIA report suggests this is unlikely as there would not appear to be any benefit in terms of shorter journey time to such a move. In any case, it is felt that with the introduction of a 20mph zone within the estate, backed up by speed restraint features would reduce the attractiveness as a through route for non-estate traffic.
- 6.9.8 Car ownership levels within the estate are around 28%, compared to the London average of 62%. The proposals involve a redesign of the current car parking provision on the estate. 355 car parking spaces will be provided overall, around 50% provision, through new on street and underground parking areas. The underground parking areas will have secure entrances, CCTV and 24 hour security to ensure their safety in use. They will not be for public use and will be operated on a permit basis. The security and management of the underground parking areas will be privately financed by Swan Housing and will not be subsidised by the Local Authority via Council Tax.
- 6.9.9 The proposed parking provision is in line with current government guidance and Council's emerging Draft UDP, which aim to reduce dependence on the private motorcar. In order to limit the impacts on surrounding streets, the applicant has agreed to enter into a car free agreement which would prevent any residents of the development from obtaining a residents parking permit from the Council. Provision secure cycle storage will be required by condition as part of the detailed applications for the site. An outline Travel Plan has been submitted to implement further methods of encouraging more sustainable methods of transport.
- 6.9.10 An existing paved pedestrian area within the estate runs adjacent to the eastern boundary shared with Regents Square. An issue of objection raised by residents of Regent Square was the loss of this pedestrian footway, which they believe to be a public right of way. It is noted that the new urban layout will include new roads, pedestrian and cycle routes. The existing pedestrian path would be replaced as such by a new access route around 25m to the west. If public right of way does exist over the subject footway, a stopping up order will be required under the Highways legislation, with associated public consultation requirements.

6.10 Infrastructure and Services

- 6.10.1 Many objections raised concern about the ability of the existing infrastructure to cope with/absorb the increased numbers of people to be accommodated within the proposals. The issues in relation to infrastructure, facilities, and services are discussed below.

- 6.10.2 A number of public transport options lie within easy walking distance of the estate including several bus routes, Bow Church DLR station, and Bow Road underground station. Hence, the impact on any one public transport system as a result of the proposals is unlikely to be significant. In addition, capacity will be upgraded over time with the DLR carriage extensions and enhancements to bus and tube services.
- 6.10.3 The applicant states that their consulting engineers have commenced discussions with utility companies and these have not revealed any capacity problems at this stage. If capacity problems do come to light, upgrading costs are commonly borne by the developer.
- 6.10.4 Concern has been raised at the current limited availability of medical services in the local area able to support the new housing proposals. This has led Swan Housing Association to open a dialogue with the Bromley by Bow Centre medical team, the Primary Care Trust (PCT) and the director of the Lift Project in the borough. Swan's discussions with the PCT aim to establish the Crossways Estate within a strategic mapping exercise currently being undertaken to identify health facility requirements in the area and provide a joint solution for new health facilities within this part of the borough. Potential space has been identified and allocated within the lower two floors of Hackworth Point, should such a facility be required on the estate.
- 6.10.5 In relation to local school places, the LBTH Education department has commented that there is some available capacity. In any case, it is expected that the Education department will be able to assess this issue in light of their strategic plans for education provision in the borough.
- 6.10.6 The ground floor area of Priestman Point with a floor area of up to 200m², will be used as a management office for Swan Housing Association together with a community room. It is proposed that the community room be used for teaching/training for local residents and will offer access to personal computers. Residents will also be able to use the space for community activities and events. It is considered that the central location of the proposed community centre within the estate will encourage inclusiveness.

6.11 Conservation & Urban Design

- 6.11.1 The residential terraces fronting Campbell Road, to the north-west of the Crossways Estate, are listed buildings within the Tomlins Grove Conservation Area. There is some concern about the proposed scale of buildings on Site 7 and Site 16 of the layout plan. It is noted that the existing terraces are of a modest domestic character and this should carefully be taken into consideration in the proposed scale of new development. This issue will be considered in more detail with the submission of detailed elevations for this phase of the scheme. The applicant has been made aware that the Council will be looking for a particularly high standard of design for this part of the scheme, which takes into account the above issues.
- 6.11.2 As an outline planning application, no detailed elevations or plans have been provided. However, through preparation of an application for the first detailed phase of development the applicant has provided further information which address some of the main design issues. These are in relation to the provision of dual aspect of units, design and layout of residential entrances, provision of balconies, strong architectural features to corners, use of high quality materials, and demarcation between public and private space. Conditions will be used to ensure external materials to be used on new buildings and cladding of the existing towers are of a high quality.

6.12 Construction and Phasing

- 6.12.1 The operations during construction will be subject to various conditions and requirements, including compliance with both an Environmental Management Plan and Code of Construction Practice. Detailed phasing and sequencing of the works will be developed by the contractor in consultation with the residents and other parties in order to maintain continuing access and safety and to minimise disruption and disturbance to residents. It is considered that the construction impacts in terms of noise, dust, refuse, and access can be controlled and minimised through appropriate conditions.
- 6.12.2 The applicant and Swan Housing have stated they are fully committed to undertaking and completing the proposed regeneration. The construction will be carried out in phases, which are outlined in the submitted phasing plan. It is expected that the process will take around six years to complete.
- 6.12.3 The programming and planning of the regeneration of the estate will be based on the need to minimise disturbance to residents. The decanting process will wherever possible be limited to a single move into a new or refurbished dwelling. Negotiations relating to re-housing and/or compensation are being undertaken with individual leaseholders and tenants by Swan Housing.

6.13 Sustainability Issues

- 6.13.1 A Strategic Sustainability Report has been produced to address the detailed sustainability issues relating to the regeneration proposals. This report will be submitted along with other additional information to be supplied to the GLA prior to referral back to the Mayor. Specific proposals are contained within this report and are to be adopted within the scheme design and construction.
- 6.13.2 These include measures such as new build housing to be constructed to Ecohomes 'Very Good' standard; buildings designed to optimise passive solar design and achieve high insulation levels; a detailed study to assess the appropriateness of installing a combined heat and power system on site (CHP); parking provision set at a level to ensure good public transport links are utilised to minimise local traffic levels; integration of Council recycling strategies; construction processes to optimise the use of sustainably sourced timber and recycled materials; and, development of an ecology and bio diversity plan for the estate.

6.14 Objections

- 6.14.1 The majority of the grounds for objection have been addressed within the above body of the report. Other objection issues are addressed below:
- 6.14.2 Objections received in relation to land ownership issues have been addressed through subsequent revisions to the scheme. In terms of the potential future phase, which involved land currently occupied by garages forming part of Regents Square, this phase has been omitted from the plans. In relation to the narrow strip of land between site 3C and the rear of Regents Square, ownership has been confirmed by the applicant through obtaining the title details. It appears from the title that the subject narrow strip of land does form part of the land parcels that make up the Crossways Estate. Hence, the revised plans showed this land incorporated into the private rear gardens of site 3C to avoid its mis-use, another concern raised by objectors.

6.14.3 Concerns were also raised in relation to access by emergency vehicles to the estate and the rear of Regents Square. It is considered that the new street layout and site access will increase accessibility for emergency services. The proposals involve the more traditional layout of blocks with back to back private gardens. Access by emergency vehicles is available via the front of properties, as is the case for most terraced housing throughout London. The proposals have been presented to the London Fire Brigade who have indicated their support. In general, the risk of disturbance and danger to residents and neighbours would be substantially reduced by the new layout.

6.14.4 Objections in relation to property values and rental incomes are not considered to be a material consideration in relation to this application. The proposals do not involve any serious impingement on existing properties likely to result in any direct loss of property value. If the regeneration proposals are successful in achieving their aims of providing a safer and more sustainable urban environment for the Crossways Estate, adjoining sites are more likely to benefit from the proposals in terms of property prices.

6.15 Planning Obligations

6.14.1 Policy DEV4 of the Adopted UDP states that the Council will seek appropriate planning obligations, in accordance with the advice and various tests (set out in Circulars 1/97 and 8/93, and PPG1) which dictate what constitutes an 'appropriate' planning obligation, i.e. that they should be:-

- relevant to land-use planning.
- directly related to the proposed development.
- fairly and reasonably related in scale and kind to the proposed development.
- should only be sought where they are necessary to make a proposal acceptable in land-use planning terms.

6.14.2 The heads of agreement set out in paragraph 2.4 of this report are considered to be reasonable and necessary, having regard to the above tests. Consideration has also been given to the fact that this is a social housing regeneration project, for which any units for private sale will be used to cross-subsidise new and refurbished affordable housing on the estate.

7. SUMMARY

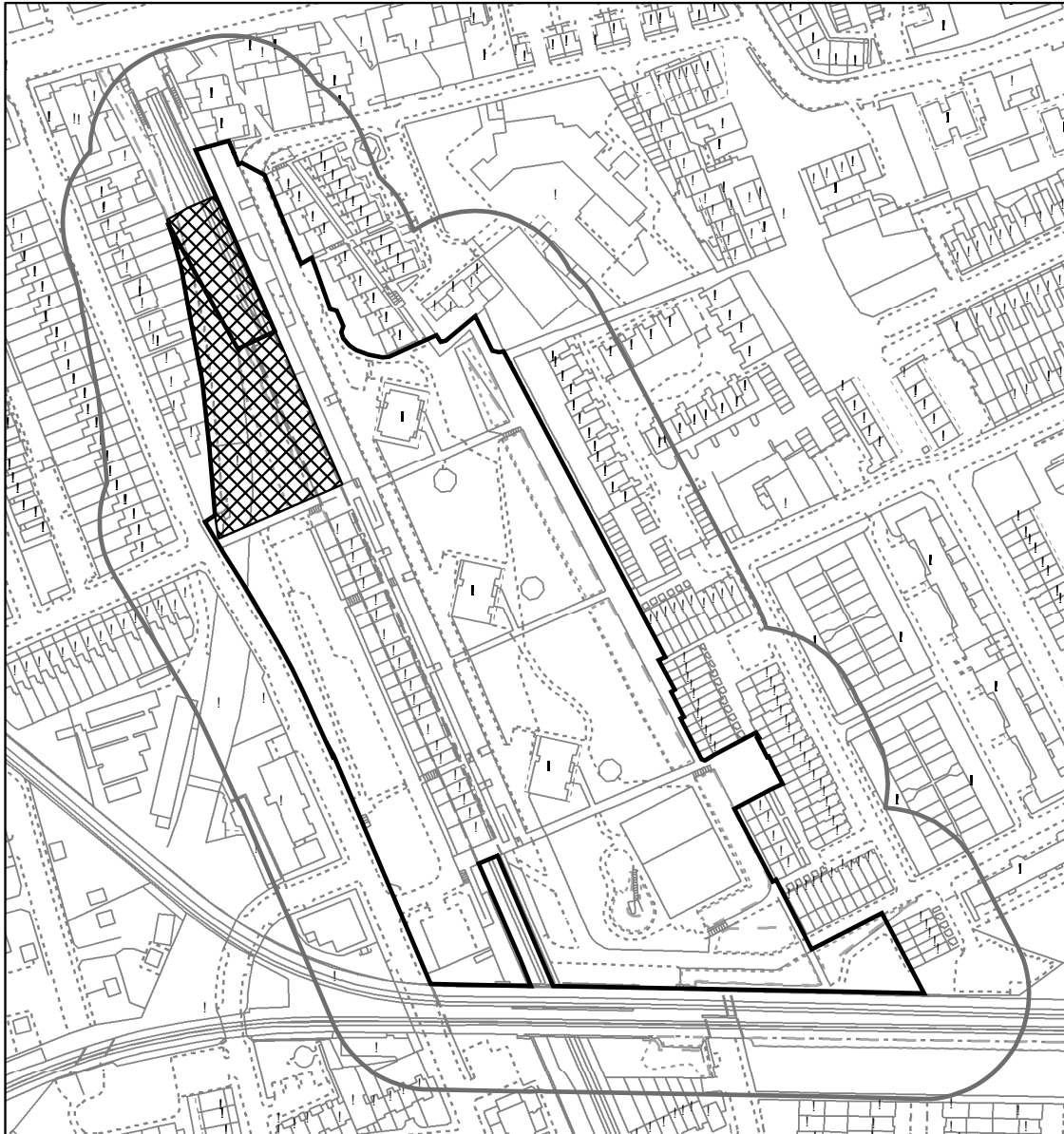
7.1 The applicant is currently putting together a report to address queries and issues raised within the GLA Planning Report dated 2 August 2004 for the Crossways Estate. This reports and additional documents will be submitted to the GLA, prior to second stage referral.

7.2 The scheme represents a major regenerative opportunity for this part of the Borough. The proposal would improve and increase affordable housing on the site, and improve the existing mix with new private housing. Whilst involving a reduction in the amount of open land and loss of some existing recreational facilities, the proposals will result in improved, accessible, safe and usable open space and recreational facilities and would contribute towards the successful regeneration of the estate. New access routes and infrastructure improvements would link the estate more effectively with surrounding residential areas.

- 7.3 Whilst mindful of the various complexities of the site, it is considered that the broad parameters of the regeneration proposals as provided within this outline application are acceptable. Section 106 legal agreements, conditions, and reserved matters will be used to ensure the issues raised within this report are appropriately addressed at the detailed design and construction stage.
- 7.4 In conclusion, the Committee is recommended to grant outline planning permission.

Site Map

Scale 1:2,500



0 50 100 Metres

Map For:

CROSSWAYS ESTATE RAINHILL WAY LONDON E3

Legend

- ! Land Parcel Address
- ▭ Planning Application Site Boundary
- ▨ Public Open Space
- - - Consultation Area



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Committee: Development	Date: 10 th January 2007	Classification: Unrestricted	Agenda Item No: 7.3
Report of: Corporate Director of Development and Renewal		Title: Planning Application for Decision	
Case Officer: Rachel Blackwell		Ref No: PA/06/01852	
		Wards: Bromley by Bow/Mile End East	

1. APPLICATION DETAILS

Location:	Crossways Phase 5, Campbell Road, Bow E3
Existing Use:	Former railway cutting, currently used as a car park with landscaped area to the north
Proposal:	Erection of buildings up to six (6) storeys to provide 232 flats
Drawing Nos:	A2669CS/2.3/124 (Sept 06), A2669CS/2.1/030 (Sept 06), A2669CS/2.1/031 (Sept 06), A2669CS/2.1/032 (Sept 06), A2669CS/2.1/033 (Sept 06), A2669CS/2.1/034 (Sept 06), A2669CS/2.1/035 (Sept 06), A2669CS/2.1/036 (Sept 06), A2669CS/2.1/037 (Sept 06), A2669CS/2.1/038 (Sept 06), A2669CS/2.1/039 (Sept 06), A2669CS/2.1/040 (Sept 06), A2669CS/2.1/041(Sept 06), A2669/2.3/125 (Sept 06), A2669/2.3/126 (Sept 06), A2669/2.3/127 (Sept 06), A2669/2.3/128 (Sept 06), A2669/2.3/129 (Sept 06) A2669CS/3.1/001(Sept 06), A2669CS/3.1/002 (Sept 06), A2669CS/2.3/102 (Sept 06), A2669CS/2.3/103 (Sept 06), A2669CS/2.3/104 (Sept 06), A2669CS/2.3/105 (Sept 06), A2669CS/2.3/106 (Sept 06), A2669CS/2.3/107 (Sept 06), A2669CS/2.3/108 (Sept 06), A2669CS/2.3/109 (Sept 06), A2669CS/2.3/110 (Sept 06), A2669CS/2.3/111 (Sept 06), A2669CS/2.3/112 (Sept 06), A2669CS/2.3/113 (Sept 06), A2669CS/2.3/114 (Sept 06), A2669CS/2.3/115 (Sept 06), A2669CS/2.3/116 (Sept 06), A2669CS/2.3/117 (Sept 06), A2669CS/2.3/118 (Sept 06), A2669CS/2.3/119 (Sept 06), A2669CS/2.3/120 (Sept 06), A2669CS/2.3/121 (Sept 06), A2669CS/2.3/122 (Sept 06), A2669CS/2.3/123 (Sept 06) Planning (Design and Access) Statement Traffic Impact Assessment Sustainability and Energy Strategy
Applicant:	Swan Housing Association C/- PRP Architects
Owner:	Swan Housing Association
Historic Building:	N/A
Conservation Area:	Adjacent to the Tomlins Grove Conservation Area

2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

2.1 The Local Planning Authority has considered the particular circumstance of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Unitary Development Plan, associated Supplementary Planning Guidance, the London Plan and Government Planning Policy Guidance and has found that:

- a) In principle the redevelopment of the site to provide 232 units is acceptable, subject to an appropriate supplementary planning obligations agreement and conditions to

mitigate against the impact of the development and minimise any adverse impact to future occupiers of the development. These obligation and conditions will also relate the development to the overall Crossways Masterplan approved via permission PA/03/01683; and

- b) It is considered that the redevelopment of the site for 232 units would not have an adverse impact upon the amenity of surrounding properties. A number of conditions are recommended to secure submission of details of material, landscaping, external lighting, sound insulation and to control noise and hours of construction.

3.0 RECOMMENDATION

3.1 That the committee resolve to **GRANT** planning permission subject to:

- a) The prior completion of a **Supplementary Legal Agreement** to the satisfaction of the Chief Legal Officer, to secure obligations as related to PA/03/01683 approved on the 5th August 2005, relating to the wider Crossways Masterplan (Crossways estate, Rainhill Way, including 1-43 Holyhead close, London E3).

3.2 That the Head of Development Decisions is delegated power to impose conditions and informatives on the planning permission to secure the following:

Conditions

- 4) Time limit - three years.
- 5) Details of external materials, including the submission of a sample board to be submitted.
- 6) Details of access arrangements:-
 - i) Level access way at the ramp approach;
 - ii) Raised safety strips either side of the vehicle ramp;
 - iii) Underground car park layout;
 - iv) Entry barrier to the ramped access to car park;
 - v) Clarification required as to how vehicles entering via the ramp, denied access will be able to exit without having to reverse back up the ramp.
 - vi) Pedestrian visibility splays;
 - vii) Provision of 232 cycle spaces;
 - viii) Access to garage structure.
- 7) Submission of an Air Quality Assessment.
- 8) Details of any external lighting.
- 9) Details of a Secured by Design Statement (SBD) demonstrating safety and security measures.
- 10) Details of existing trees to be removed retained or relocated and proposed replacement trees.
- 11) Should the existing trees protected by the Tree Preservation Order (TPO) be damaged, suitable replacement planting should be carried out.
- 12) Details of hard and soft landscaping treatment with details of landscaping along the railway corridor to be submitted to Network Rail.
- 13) Landscape management plan.
- 14) Provision of refuse store(s) and recycling facilities.
- 15) Investigations and remediation measures for land contamination.
- 16) Details of post completion vibration testing is carried out on the building foundation.
- 17) Hours of construction (8.00am and 6.00pm Mondays to Fridays and 9.00am and 1.00pm Saturdays).
- 18) Power/hammer driven piling/breaking out of materials (10.00am and 4.00pm Monday to Friday).

- 19) Details of the route to be used for construction traffic.
- 20) Details on in site parking and delivery arrangements during the construction phases.
- 21) Submission of a code of construction practice.
- 22) Submission on an environmental management plan.
- 23) Submission of a full method statement detailing alterations to ground levels.
- 24) Details of noise mitigation measures for the upper floor units to be submitted.
- 25) Any other condition(s) considered necessary by the Head of Development Decisions.

Informatives

- 2) This permission is subject to a planning obligation agreement made under Section 106 of the Town and Country Planning Act 1990.
- 3) The proposed development will result in buildings that will abut the public highway, Mr Martin Waugh of Structures and Bridges should be consulted.
- 4) The District and Hammersmith and City Lines pass close to the south end of the application site. The application drawings suggest that the nearby building (Block A) can probably be constructed without endangering the railway however it would be prudent for the applicant to contact Mr J Lee Assistant Infrastructure Protection Manager at London Underground (020 7027 9557) to discuss the construction process and related matters.
- 5) In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving network through on or off site storage. Please contact Thames Water on 0845 850 2777.
- 6) There are public sewers crossing this site, therefore no building will be permitted within 3 metres of the sewers without Thames Waters approval. Please contact Thames Water on 0845 850 2777.
- 7) Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Water pipes. The developer should take account of this minimum pressure in the design of the proposed development.
- 8) Crossrail would like to be appraised on a regular basis regarding the progress of the proposed works. The developer should make Crossrail aware of any 'features' in the ground that may be discovered during demolition or construction phases.
- 9) With regard to comments of DLR please refer to their letter of the 1st December 2006 (Reference 01.12.06 GEN008.5.RB) detailing comments in relation to the application.
- 10) Any scaffold which is to be constructed adjacent to the railway must be erected in such a manner that at no time will any poles or cranes over-sail or fall onto the railway. All plant and scaffolding must be positioned, that in the event of failure, it will not fall on to Network Rail land. The primary concern is the safe running of the operational.
- 11) Additional or increased flows of surface water must not be discharged onto Network Rail land nor into Network Rail's culverts or drains. In the interests of long term stability of the railway, soakaways should not be constructed within 10m of the boundary with the operational railway.
- 12) In order to ensure the proposed development can be constructed and maintained without encroachment onto the operational railway line all buildings and structures should be set back at least 2m from the boundary with the operational railway or at least 5m for overhead power lines.
- 13) With regard to condition 12 (Decontamination), you should contact the Council's Environmental Health Department, Mulberry Place (AH), 4th Floor, PO Box 55739, 5 Clove Crescent, London, E14 1BY.
- 14) You are advised that the Council operates a Code of Construction Practice and you should discuss this with the Council's Environmental Health Department, Mulberry Place (AH), 4th Floor, PO Box 55739, 5 Clove Crescent, London, E14 1BY.
- 15) You should consult with the Council's Highways Development Department Mulberry Place (AH), 4th Floor, PO Box 55739, 5 Clove Crescent, London, E14 1BY regarding any alterations to the public highway.

- 3.3 That if by the 10th July 2007 the supplementary legal agreement has not been completed to the satisfaction of the Chief Legal Officer, the Head of Development Decisions is delegated power to refuse planning permission.

4. PROPOSAL AND LOCATION DETAILS

Background

- 4.1 An outline planning application (PA/03/01683) for the estate regeneration was submitted to the Council in December 2003. Outline permission was granted on the 5th August 2005. Since the granting of permission the owner of the site, Swan Housing, has been further developing the business plan to maximise the level of direct cross funding from the private sale element of the scheme to finance the affordable housing and site wide infrastructure elements. This has led to an increase in the number of dwellings to be constructed as part of the new build phase (Phase 5).
- 4.2 Due to the increase in unit numbers LBTH advised the developer that a new planning application for phase 5 would be required. The new application is generally consistent with the massing and siting parameters established within the existing outline planning consent for the wider estate.

Proposal

- 4.3 An application has been made for full planning permission to redevelop land located on the western edge of the Crossways Estate between the DLR tunnel and Campbell Road to the west.
- 4.4 The development will comprise the construction of 5 to 6 storey buildings containing residential development. The development is proposed to incorporate 232 residential units, including 226 private units and six (6) affordable units, with 110 car parking spaces, 15 motorcycle spaces and 74 cycle spaces provided within a sub basement level.
- 4.5 The proposed buildings would comprise part 5, part 6 storey elements with a predominantly 5 storey form to Campbell Road and a stepped back 6th storey massed to the eastern portions of the site. These heights are generally consistent with the approved outline scheme.
- 4.6 Given the sloping nature of the site and the variation in levels, the buildings provide a one storey variation between blocks C and D, thereby maintaining a similar relationship to Campbell Road.
- 4.7 Each of the blocks are clearly defined with entrances accessed from Campbell Road. Between protruding blocks the frontage is recessed to create landscaping.
- 4.8 At the centre of the building the vehicle access passes through a two storey high space underneath a three storey bridge of accommodation above.
- 4.9 The new Crossways access road approved as part of the outline planning permission for the wider estate is located opposite Tomlins Grove in between blocks F and G. This access road does not form part of this application.
- 4.10 To the east of the site the blocks rise to 6 storeys and then step down creating a series of roof top terraces with views over the wider Crossways Estate.
- 4.11 At the east end of blocks F and G the proposals extend over the DLR tunnel which is currently occupied by walkway access areas and part of Holyhead Close. Two blocks of

three storeys are proposed to be erected on new bridging structures at this location.

4.12 The levels of the site vary substantially from both north/south, and east/west. The majority of the site is currently at a lower level than Campbell Road and the top of the DLR tunnel to the east of the site. At the southern portions of the site the new building would be located at ground level, as Campbell Road rises towards the north of the site. An undercrofted area forms a basement providing parking for motor vehicles and bicycles, bulk storage, building plant, and substation. The area above this lower level would incorporate a communal garden.

4.13 It is proposed to retain part of the existing brick boundary wall to Campbell Road. A new brick wall and metal railings with hedging behind would be used to provide security and privacy to gardens, courtyards and private areas.

4.14 Located to the north of the site is an open space area. It is proposed to retain this area of open space as part of the development.

The proposal differs from the outline scheme in the following ways:

- 4.15
- The curving front elements have been redesigned as a series of orthogonal elements which are more consistent with surrounding developments.
 - The amount of articulation in the front elevation has been increased to provide more visual interest and reflect the rhythm of properties on Campbell Road.
 - The building footprint has been set back from Campbell Road to allow for additional landscaping and articulation.
 - The four storey element to the north of the site has been setback to improve the relationship between the proposal and the adjoining property.
 - The three storey elements over the DLR tunnel no longer extend beyond the tunnel edge to the east in order to address structural constraints.

Site and Surroundings

4.16 The application site comprises land at Phase 5 Crossways Estate, Campbell Road, Bow. The site has an overall area of 0.96ha and comprises sites 6A, 6B, 7 and 16, which form the western portion of the wider Crossways Regeneration Scheme approved via planning permission (PA/03/01683).

4.17 The site is located on Campbell Road within 200 metres to the south of Bow Road. The site is a previous railway cutting, which is currently occupied by a car park and landscaped area, which forms the car park for residents within the existing Crossways Estate.

4.18 The existing Crossways Estate constructed in the 1970s currently relies upon access via a series of elevated walkways with roads and open spaces located at a lower level. This has resulted in:

- Poor pedestrian access;
- Varying site levels;
- Poor integration with the surrounding area;
- High levels of crime and anti social behaviour;
- Poor quality open space;
- Lack of on site facilities;
- Poor condition of buildings; and
- Poor quality of housing.

4.19 An existing DLR tunnel is located to the east of the site. Presently located above this tunnel is Holyhead Close, which is proposed to be demolished as part of the development. Located

further to the east is the wider Crossways Estate.

- 4.20 Immediately to the south of the site is a railway viaduct which accommodates both London underground and C2C services.
- 4.21 Located on the opposite side of Campbell Road is a mixture of development including, residential and commercial uses as well as the Cherry Trees School.
- 4.22 The Tomlins Grove Conservation Area is located to the north west of the site, which contains a unified group of terrace properties, which are fine examples of early and later 19th century properties.
- 4.23 There are a number of existing trees located on the site. Two trees located to the north west of the site adjacent to the Campbell Road frontage are subject to a Tree Preservation Order. It is proposed to retain these trees as part of the development proposal for the site. A majority of existing vegetation will be removed.
- 4.24 The site has a public transport accessibility level of 4 (where 6b is the highest). Bow Church DLR Station is located approximately 200 metres to the north of the site and Devons Road DLR Station is located approximately 300 metres to the south. Bow Road Underground Station (Hammersmith & City and District lines) is located approximately 300 metres to the north west and can be reached in about 5-10 minutes by foot. There is a bus stop located on Campbell Road adjacent to the site, which operates the D8 bus service (Stratford to Crossharbour).

Planning History

- 4.25 The following planning decisions are relevant to the application:

- PA/03/01683 Outline Planning permission was issued on the 5th August 2005 for Demolition of 1-43 Holyhead Close; refurbishment, including cladding, of three tower blocks, and sub-division of larger flats therein to increase the number of units from 276 to 296 units. New development of 363 units of housing for sale and for rent, in blocks up to 6 storeys high, on land within the estate including designated housing amenity land. The proposal will include a new access road and a new community centre, with associated parking and landscaping.
- PA/04/01131 An application was made on the 9th August 2004 for construction of buildings ranging from three to six storeys to provide 104 dwellings at the southern portion of the Crossways Estate. No decision to date.
- PA/06/00886 An application was refused on the 29th September 2006 for a retrospective application for the construction of 2 no. houses and 8 no. flats.
- PA/06/01865 An application was made on the 13th October 2006 for the construction of one, two storey house, one three storey house and eight flats in a four storey block. No decision to date.
- PA/06/02095 An application was made on the 22nd November 2006 for the refurbishment and extension of ground and first floors of Priestman Point to provide a new community centre. No decision to date.

5. POLICY FRAMEWORK

- 5.1 For details of the status of relevant policies see the front sheet for "Planning Applications for Decision" agenda items. The following policies are relevant to the application:

Unitary Development Plan

Proposals:	101	Campbell Road – Road widening
Policies:	DEV1	Design Requirements
	DEV2	Environmental Requirements
	DEV4	Planning Obligations
	DEV12	Provision of Landscaping in Development
	DEV13	Design of Landscape Scheme
	DEV14	Tree Preservation Orders
	DEV15	Retention & Replacement of Mature Trees
	DEV16	Works to Trees Subject to Tree Preservation Orders
	DEV28	Development Adjacent to Conservation Areas
	DEV50	Noise
	DEV51	Soil Tests
	DEV55	Development & Waste Disposal
	DEV56	Waste Recycling
	DEV69	Efficient Use of Water
	HSG1	Provision for Housing Development
	HSG2	Location of New Housing
	HSG3	Affordable Housing
	HSG7	Dwelling Mix & Type
	HSG8	Mobility Housing
	HSG9	Density in Family Housing
	HSG10	Density of New Housing Development
	HSG13	Standard of Dwelling
	HSG16	Housing Amenity Space
	T15	Location of New Development
	T17	Planning Standards (Parking)
	T21	Pedestrian Needs in New Development
	T24	Cyclists Needs in New Development

Emerging Local Development Framework

Proposals:	CP43	Draft Crossrail Boundary
Core Strategies:	IMP1	Planning Obligations
	CP1	Creating Sustainable Communities
	CP2	Equal Opportunity
	CP3	Sustainable Environment
	CP4	Good Design
	CP5	Supporting Infrastructure
	CP19	New Housing Provision
	CP20	Sustainable Residential Density
	CP21	Dwelling Mix & Type
	CP22	Affordable Housing
	CP25	Housing Amenity Space
	CP30	Improving the Quality and Quantity of Open Space
	CP38	Energy Efficiency and Production of Renewable Energy
	CP39	Sustainable Waste Management
	CP40	A Sustainable Transport Network
	CP41	Integrating Development with Transport
	CP42	Streets for People
	CP46	Accessible and Inclusive Environments
	CP47	Community Safety
Policies:	DEV1	Amenity
	DEV2	Character & Design

DEV3	Accessibility & Inclusive Design
DEV4	Safety & Security
DEV5	Sustainable Design
DEV6	Energy Efficiency & Renewable Energy
DEV7	Water Quality and Conservation
DEV8	Sustainable Drainage
DEV9	Sustainable Construction Materials
DEV10	Disturbance from Noise Pollution
DEV11	Air Pollution and Air Quality
DEV12	Management of Demolition and Construction
DEV13	Landscaping and Tree Preservation
DEV15	Waste and Recyclables Storage
DEV17	Transport Assessments
DEV18	Travel Plans
DEV19	Parking for Motor Vehicles
DEV20	Capacity of Utility Infrastructure
DEV22	Contaminated Land
DEV24	Accessible Amenities and Services
HSG1	Determining Residential Density
HSG2	Housing Mix
HSG3	Affordable Housing Provisions in Individual Private Residential and Mixed-use Schemes
HSG4	Varying the Ratio of Social Rented to Intermediate Housing
HSG5	Estate Regeneration Schemes
HSG7	Housing Amenity Space
HSG9	Accessible and Adaptable Homes
HSG10	Calculating Provision of Affordable Housing
CON2	Conservation Areas

Supplementary Planning Guidance/Documents

Designing Out Crime
Sound Insulation
Residential Space
Landscape Requirements

Spatial Development Strategy for Greater London (London Plan)

Policy 4A.7 Energy Efficiency and Renewable Energy
Policy 4A.8 Energy Assessment
Policy 4A.9 Providing for Renewable Energy
Policy 4A.10 Supporting the provision of Renewable Energy
Policy 4A.14 Reducing Noise
Policy 4B.1 Design Principles for a compact city
Policy 4B.2 Promoting world class architecture and design
Policy 4B.3 Maximising the potential of sites
Policy 4B.4 Enhancing the Quality of the Public realm
Policy 4B.5 Creating an inclusive environment
Policy 4B.6 Sustainable Design and construction
Policy 4B.7 Respect Local context and communities
Policy 4C.2 Context for sustainable growth

Government Planning Policy Guidance/Statements

PPG1 Generally Policy and Principles
PPG3 Housing
PPG13 Transport
PPG24 Planning & Noise
PPS1 Delivering Sustainable Development
PPS22 Renewable Energy

Community Plan The following Community Plan objectives relate to the application:

A better place for living safely

A better place for living well

A better place for creating and sharing prosperity

A better place for learning, achievement and leisure

A better place for excellent public services

6. CONSULTATION RESPONSE

- 6.1 The views of officers within the Directorate of Development and Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below. The following were consulted regarding the application:

LBTH Environmental Health

6.2 Contaminated land

Condition this application to ensure the developer carries out a site investigation to investigate and identify potential contamination.

Noise

All the facades facing both mainline and DLR rail lines should be protected from external noise using glazing and ventilation systems listed as "Type 1" in the supporting document submitted

The isolation proposed may not be sufficient, and no structural information has been submitted to indicate that the foundation will mitigate noise and vibration that might result. It is recommended that post completion vibration testing is carried out on the building foundation, and the results submitted to Environmental Health to review before any further works.

LBTH Sustainability Officer

- 6.3 No reply received.

LBTH Highways Development

- 6.4 In summary:

The proposed vehicle accesses and servicing arrangements for the site are deficient and need to be reviewed.

An additional vehicular access to the development is proposed off Campbell Road for the undercroft parking of 110 spaces, unnecessary additional vehicular accesses should be resisted because it creates more potential conflict points between vehicles/vehicles and pedestrians/vehicles.

Sightline assessment

No information/plans have been submitted to show whether the new proposed access road visibility sightlines achieve the required guidance distances along both sides of Campbell Road.

Servicing arrangements

Service vehicles must be able to turn into the new proposed access road from Campbell Road without infringing onto the opposing lanes of traffic of both the access road and Campbell Road.

Access points for refuse vehicles should not be further than about 25m from dustbin collection points in houses and 9m from refuse storage chambers in flats.

Parking Assessment

In view of the existing provision parking should be kept to a minimum which means no more parking than the current provision. The proposed City Car Club should be enhanced to compliment the reduced parking and thus any increased demand for car use.

Car park layout

At least 6.0m of level access way at the ramp required.

The existing garage structure is being retained therefore appropriate access is required.

Other matters

The applicant will be liable for the total cost of any measures/improvements which as a result of the development are required/proposed on the public highway to improve road safety and including commuted maintenance payment (15 years). This will require the developer to enter into a legal Agreement with LBTH.

Officer comment: A number of conditions are recommended to ensure that the development is satisfactory.

LBTH Housing Strategy Group

- 6.5 The detailed planning application is satisfactory, and in line with the Borough's requirements. The Crossways Estate as an overall scheme represents a major regeneration opportunity for this part of the Borough.

LBTH Corporate Access Officer

- 6.6 No objection to the application.

LBTH Energy Efficiency Unit

- 6.7 Various comments made in relation to the energy proposals submitted.

London Underground

- 6.8 No comments to make on the application.

Network Rail

- 6.9 No objection subject to relevant conditions and informatives.

Metropolitan Police

- 6.10 Secured by design (SBD) principles are required for this scheme, as per the other schemes within this development.

Thames Water

- 6.11 No objection subject to standard conditions and informative.

Crossrail

- 6.12 No comments on the application as submitted. However the following points are made:

- Crossrail would like to be appraised on a regular basis on the progress of the works.
- Crossrail would like to visit the site during the works.
- The developer should make crossrail aware of any features in the ground that may be discovered during demolition or construction phases.

DLR

- 6.13 The DLR provided a number of comments regarding the protection of DLR property during demolition and construction.

7. LOCAL REPRESENTATION

- 7.1 A total of 315 neighbouring properties within the area shown on the map appended to this report were notified of the application and invited to comment. The application has also been publicised in East End Life and on site. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses:	0	Objecting:	0	Supporting:	0
No of petitions received:	0				

8. MATERIAL PLANNING CONSIDERATIONS

- 8.1 The main planning issues raised by the application that the Committee must consider are:
1. Residential Density
 2. Design & Layout
 3. Amenity
 4. Housing
 5. Energy Efficiency
 6. Noise
 7. Vegetation
 8. Transport & Car Parking
- 8.2 As discussed throughout this report this scheme was approved in outline (PA/03/01683) as part of the wider Crossways Estate Regeneration Scheme in 5th August 2005.
- 8.3 Since the granting of permission the owner of the site, Swan Housing, has been further developing the business plan to maximise the level of direct cross funding from the private sale element of the scheme to finance the affordable housing and site wide infrastructure elements. This has led to an increase in the number of dwellings to be constructed as part of the new build phase (Phase 5).
- 8.4 The provision of a substantial number of private homes within the estate will seek to improve the mix of residents and provide a more diverse range of housing tenures. The sale of the market units within Crossways Phase 5 will assist in the funding of new affordable housing units along with the infrastructure improvements on the estate. These improvements will seek to assist in addressing current high levels of crime and antisocial behaviour on the estate and result in an improved living environment in accordance with the objectives of the LBTH Community plan and planning policies.
- 8.5 The new application is generally consistent with the massing and siting parameters established within the existing outline planning consent for the wider estate. The proposal currently under consideration by Council contains 232 units as opposed to the 184 approved

via the original outline permission. The increase in unit numbers has led to a minor variation in the setbacks of the buildings. The building heights will not be altered. In many instances the variation results in an increase in communal amenity impacts in comparison to the outline scheme.

Residential Density

- 8.6 UDP policy HSG9 has largely been superseded by the density policies of the London Plan 2004 and Policy HSG1 of the Local Development Framework – Core Strategy and Development Control Submission Document. These both include the implementation of a density, location and parking matrix, which links density to public transport availability as defined by PTAL (Public Transport Accessibility Level) scores which are measured on a scale of 1 (low) – 6 (high).
- 8.7 It is acknowledged that the site is well served by public transport with a PTAL '4'. For 'urban site's with a PTAL range of 4 to 6, the appropriate density of 450-700hr/ha would allow for dense development, with a mix of different uses and buildings of three to four storeys. The proposed density of 725 hr/ph only marginally exceeds the greater level of the density range, indicating that although the development has a high density, in terms of the proposed development's role in the regeneration of the wider Crossways Redevelopment it seeks to contribute to the provision of housing styles and types on offer and provide a high standard of accommodation for future occupants. In addition the site is well served by public transport, open space and local facilities and is capable of sustaining this level of development.

Design & Layout

- 8.8 It is considered that the proposal would conform with the design and environmental policies DEV1 and DEV2 of the 1998 UDP and Policy DEV2 of the Local Development Framework – Core Strategy and Development Control Submission Document, which requires the bulk, height and density of development to positively relate to surrounding building plots and blocks, and the scale of development in the surrounding area.
- 8.9 The proposed height and footprint including the massing, bulk and form of the buildings are generally consistent with the existing outline approval. The original curving front elevation has been redesigned as a series of orthogonal elements, which feature a staggered setback assisting in the articulation of the building and creating spaces within the front setback for the incorporation of landscaping, which will soften the appearance of the buildings and improve the relationship to surrounding development, including the Tomlins Grove Conservation Area to the north west.
- 8.10 The building materials and finishes of the proposed building have been chosen to provide a more attractive character to that of the existing estate.
- 8.11 A number of the units within the scheme that are labelled as 2 bed, 4 person units fall short of the Council's Supplementary Planning Guidance – Space Standards. It should be noted that if these units were 2 bed, 3 person units they would comply with the Supplementary Planning Guidance. Of those that do not comply all are within 10% of the requirement thereby ensuring a high standard of amenity for future occupants. The development also incorporates communal open space in terms of landscaped gardens. It is therefore considered that a refusal of the application on this basis could not be sustained.
- 8.12 Overall it is considered that the detailed design of the proposal is generally consistent with the existing consented scheme with an improved relationship to Campbell Road the adjacent conservation area and surrounding development. It is recommended that a "sample board" for all proposed external finishes be provided as a condition of approval to ensure that high quality materials are used which should result in a high standard of

development.

Accessibility & Inclusive Design

- 8.13 The proposed development and its public and private spaces incorporate inclusive design principles and can be safely, comfortably and easily accessed and used by as many people as possible in accordance with UDP policies DEV1 and 2 and policy DEV 3 of the Local Development Framework – Core Strategy and Development Control Submission Document.
- 8.14 The development is oriented to the street with both defined and accessible entries which should provide a high standard of amenity for future occupants and visitors to the site.
- 8.15 Due to a variance in levels the site currently exhibits poor pedestrian and site access which has led to a poor quality environment, a high level of crime and anti social behaviour.
- 8.16 The Crossways regeneration scheme, which includes the proposed development of Phase 5 seeks to improve accessibility and permeability throughout the site and with the surrounding area. The proposed units are designed to incorporate lifetime homes standards.
- 8.17 The proposed development of Phase 5 has previously been approved in outline via permission PA03/01683, this included the provision of an access road providing vehicle and pedestrian access from Campbell Road to Holyhead Close to the east, improved access to public transport and surrounding services. These key linkages throughout the estate are proposed to be maintained as part of the proposed scheme and are subject to agreement between the developer and Council Highways Engineers.

Safety & Security

- 8.18 UDP Policies DEV1 and 2 and Policy DEV 4 of the Local Development Framework – Core Strategy and Development Control Submission Document seek to ensure that safety and security within development and the surrounding public realm are optimised through goods design and the promotion of inclusive environments.
- 8.19 The subject site is currently a location with a high incidence of crime and antisocial behaviour. It is considered a 'no go' area for many residents within the Crossways Estate and from the wider area. The promotion of safety and security within the development is therefore paramount to the design of the proposed scheme.
- 8.20 Building entrances within the development are designed to be safe and accessible with each entry being readily visible from the Campbell Road and central access road frontage thereby providing a high standard of safety and security for future occupants.
- 8.21 Windows and balconies within the development are oriented towards Campbell Road and the Crossways internal access road, as well as open space areas within the development, which should ensure natural surveillance of the public domain.
- 8.22 Public and private spaces within the development are clearly delineated through the provision of fencing and landscaping treatments.
- 8.23 The Metropolitan Police have been consulted on the application. It is recommended that a secured by design statement be submitted as a condition of approval to ensure that safety and security measures on the site are implemented and effectively managed, these would include, lighting, surveillance systems, graffiti resistance and to ensure that private areas within the development are safely and effectively secured.

Amenity

- 8.24 UDP Policy DEV2 and policy DEV 1 Amenity of the Local Development Framework – Core Strategy and Development Control Submission Document seeks to ensure that development seeks where possible to protect and enhance the amenity of existing and future residents as well as the amenity of the public realm.
- 8.25 It is considered that the proposed development should not result in overlooking or loss of privacy to surrounding development. The proposal is massed centrally on the site and features a staggered footprint or varied setbacks to both the Campbell Road frontage and the rear (east) site boundary where it abuts site 2.
- 8.26 Given the central siting of the buildings on the site, habitable room windows of dwellings within the development be located in excess of 18 metres from adjoining development thereby minimising potential for loss of privacy and overlooking of surrounding properties.
- 8.27 The proposed communal gardens located above the DLR tunnel will be suitably landscaped with trees and shrubs and incorporate an ecological buffer strip to ensure that potential overlooking impacts to future residents within site 2 at Holyhead Close are minimised.
- 8.28 In relation to sun and daylight the applicant has undertaken a daylight study which indicates that the development would generally improve the daylight received by surrounding properties in comparison to the proposed consented scheme, given the proposed staggered setbacks.

Housing

- 8.29 Adopted UDP Policy HSG3 seeks an affordable housing provision on sites capable of providing 15 or more units in accordance with the Plan's strategic target of 25%. Policy 3A.8 of the London Plan states that Boroughs should seek the maximum reasonable amount of affordable housing taking into account the Mayor's strategic target that 50% of all new housing in London should be affordable and the Borough's own affordable housing targets.
- 8.30 The Local Development Framework – Core Strategy and Development Control Submission Document Policy CP22 seek 50% affordable housing provision from all sources across the Borough with a minimum of 35% affordable housing provision on site's capable of providing 10 or more dwellings. Policy HSG10 confirms that affordable housing will be calculated in terms of habitable rooms with the exception of where this yields a disparity of 5% or more compared to calculation in terms of gross floor space.
- 8.31 Policy HSG5 of the Local Development Framework – Core Strategy and Development Control Submission Document states that where proposed housing on estate regeneration sites includes market housing, the Council may consider varying its requirement for contributions towards additional affordable housing where it can be sufficiently demonstrated that the provision of market housing on the estate regeneration site is necessary in order to cross subsidise the works being undertaken to bring existing dwellings on site up to a decent homes plus standard.
- 8.32 Council Housing officers confirmed that from a Housing perspective, the detailed planning application is satisfactory, and in line with the Borough's requirements. The scheme represents a major regeneration opportunity for this part of the Borough.
- 8.33 Whilst Phase 5 is almost exclusively homes for sale, proceeds from the receipts are to cross subsidise works elsewhere on the estate, which include building new and improving existing social rented housing, and improving the estate's infrastructure. The overall scheme was detailed in the outline planning permission granted in August 2005. This application is in line with that outline planning application for the whole estate. It is important to note that there

will be an overall net gain of social rented housing due to the scheme.

- 8.34 The overall scheme is to provide affordable housing, to improve communal and private amenity spaces, landscaping and parking, and to provide a new strategic access road to connect the estate with the wider community. The scheme includes the refurbishment of existing tower blocks, the demolition of homes directly over what is now a live railway (the DLR) and the erection of further new dwellings.
- 8.35 As well as providing for a wider range of housing needs than what was possible with the existing housing, provision for shared ownership and outright sale will improve the mix of residents and provide a more diverse range of tenures to assist with the long term sustainability of the estate.
- 8.36 Further to the Section 106 engrossments of 5th August 2005, where the Affordable Housing Unit Mix had been approved for the project's outline planning permission, the breakdown for the new proposals still allow for an affordable unit proportion of 50.38% (64% in terms of bedrooms rather than units). This meets the targets of LBTH 'minimal reasonable' (35%) and the GLA (50%). In terms of the property sizes 53% of the new build Social Housing Grant assisted homes for the overall scheme are family sized units of 3 bedrooms or more.

Energy Efficiency

- 8.37 The Local Development Framework – Core Strategy and Development Control Submission Document contains a number of policies to ensure the environmental sustainability of new development. Policy DEV6 requires major development to incorporate renewable energy production to provide at least 10% of the predicted energy requirements on site. In addition all new development is required to include a variety of measures to maximise water conservation (Policy DEV7), incorporate sustainable drainage systems (Policy DEV8) and construction materials (Policy DEV9). In addition all new development is required to make sufficient provision for waste disposal and recycling facilities (Policy DEV15).
- 8.38 The applicant has submitted a sustainability and energy strategy which outlines the proposed and potential energy efficiency and renewable energy measures within the scheme consistent with the London Renewables toolkit and Part L of the Building Regulations.
- 8.39 A full renewable energy technology options appraisal has been undertaken for the proposed development as part of the wider sustainability strategy for the estate. Energy efficient measures are proposed as follows:
- Enhanced building fabric performance
 - Efficient lighting and appliances
 - Controlled external lighting
 - Drying space for clothes
 - User guidance on energy efficiency
- 8.40 A hybrid system of 16 small urban wind turbines and 252m² of photo-voltaic panels have accordingly been designed into the proposals, optimising both solar and wind availability.
- 8.41 The applicant states that the production of onsite electricity from turbines and PV panels will result in a reduction in NO_x, SO_x and particulate matter from inefficient centralised grid electricity generation as well as a reduction in CO₂ emissions by 44,096 kgCO₂/annum equivalent to 10% of the developments anticipated CO₂ emissions. Suitable planning conditions can ensure that this undertaking is upheld.

Noise

- 8.42 UDP Policy DEV50 and DEV10 of the Local Development Framework – Core Strategy and

Development Control Submission Document. Seek to ensure that appropriate attenuation measures are used for development that is likely to either generate or be subject to noise and or vibration pollution.

- 8.43 The site is located in close proximity to a number of noise sources, including the DLR, National Rail/London Underground Services, Crossrail and Campbell Road and it is proposed to construct several units above the existing DLR tunnel to the east of the site. These noise sources may have the potential to generate unreasonable levels of noise and vibration, which may impact upon the amenity enjoyed by future occupants.
- 8.44 The applicant has submitted a noise and vibration assessment for the proposed development which includes the following mitigation measures to address noise and vibration issues:-
- Glazing
 - Ventilation
 - Materials of construction
 - Separation of buildings from the tunnel structure to avoid vibration
 - Isolation of piles above the Crossrail tunnels
 - The applicant will require DLR consent for any works within 5m of the DLR railway
- 8.45 These mitigation measures have been assessed by Council's Environmental Health Department and it is considered that all facades facing both mainline and DLR rail lines should be protected from external noise using glazing and ventilation systems as listed in the supporting documents submitted.
- 8.46 It is recommended that post completion vibration testing is carried out on the building foundations, and the results submitted to Environmental Health to review. This can be addressed via relevant conditions of approval.

Vegetation

- 8.47 The construction of the proposed building will involve the removal of many trees across sites 6, 7 and 9 of the Crossways Estate. The removal of these trees is necessary to accommodate the new building layout, including improved access throughout the estate. The loss of these trees would be compensated by the implementation of planting envisaged in the relevant landscape plan for the development.
- 8.48 There are two 'broad leafed lime trees' protected by a Tree Preservation Order (TPO) located to the north of the site adjacent to the Campbell Road frontage (Site 16). These trees would be located adjacent to Block G of the proposed building. Should these trees be damaged in any way suitable replacement planting should be carried out featuring similar tree species. It is recommended that this planting be addressed in the conditions of approval should permission be granted.

Transport & Parking

- 8.49 Both the UDP and the Local Development Framework – Core Strategy and Development Control Submission Document contain a number of policies which encourage the creation of a sustainable transport network which minimises the need for car travel, lorries and supports movements by walking, cycling and public transport.
- 8.50 In accordance with Policy DEV17 the applicant has submitted a transport assessment which demonstrates the impacts of the development upon the local transport network and details a number of appropriate mitigation measures.
- 8.51 The junction and access road into the Crossways development have been approved via the previous permission PA/03/01683 and do not form part of this application. These access

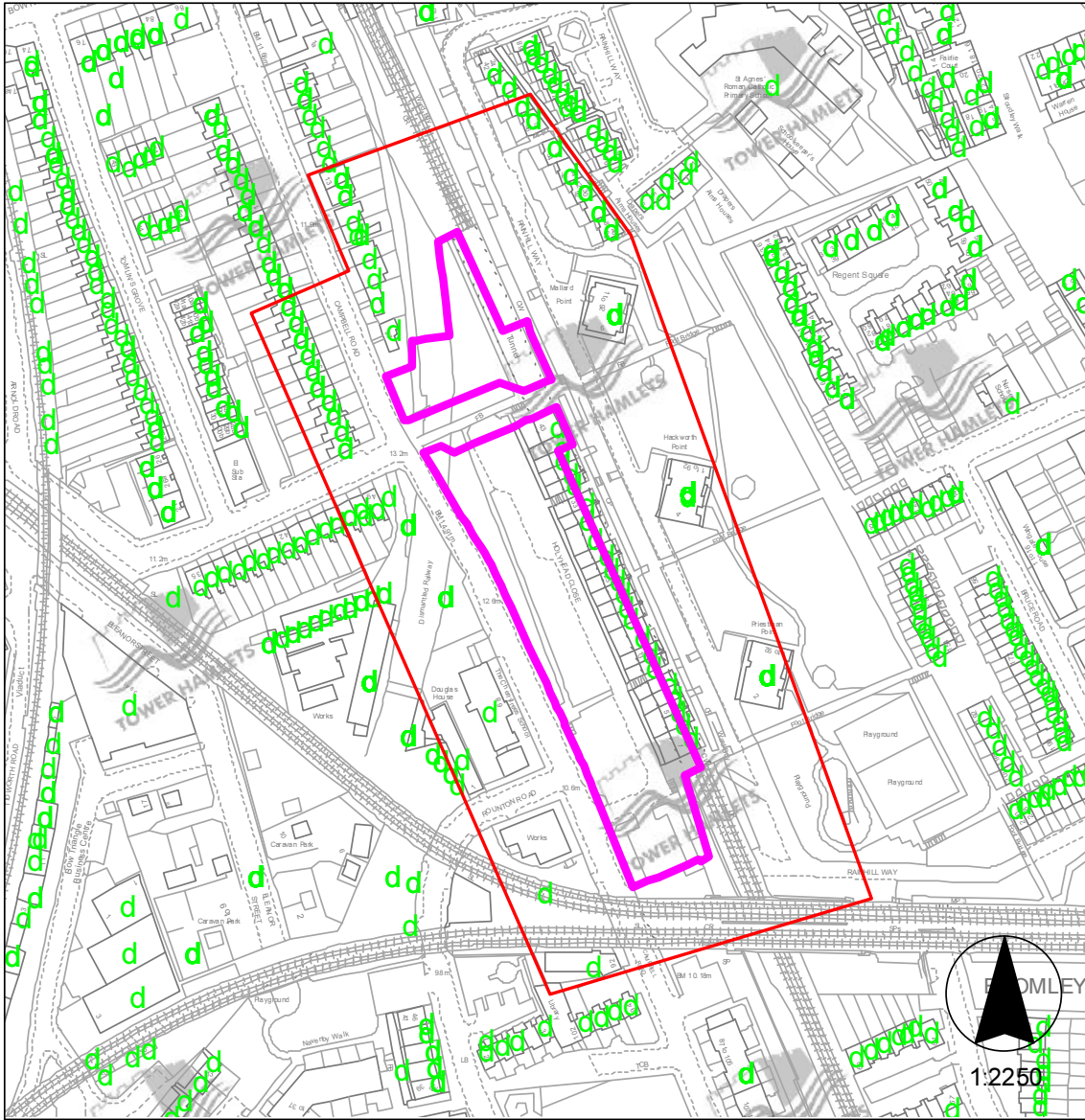
arrangements are subject to the requirements of a separate Section 278 Agreement and are currently the subject to negotiations between Council officers and the developer.

- 8.52 The access to the parking area containing 110 parking spaces would be via a ramp (gradient 1:10) to the south of the estate access junction. This access has also been approved via the previous permission PA/03/01683 and seeks to maintain the general siting and principles of this access previously approved.
- 8.53 The car parking provision of 110 spaces is in excess of the maximum standards defined in the London Plan and Local Development Framework – Core Strategy and Development Control Submission Document. It is noted that as there are no disabled spaces identified on the plans submitted it is recommended that 11 spaces be identified within the development as a condition of approval to ensure that the 10% threshold. Similarly the development is deficient in cycle spaces with only 64 spaces provided on site. It is recommended that cycle spaces be increased to 232 spaces in accordance with the Local Development Framework – Core Strategy and Development Control Submission Document
- 8.54 The Council's Highways engineer has accessed the access and proposed car parking configuration and states that:
- There should be at least 6.0m of level access way at the ramp approach to the back edge of the footway to prevent roll-back of vehicles down the ramp and possible excelled/abrupt emerging of the vehicle at the hump point of gradient transition to counter the roll-back which is potentially dangerous for pedestrians.
 - There should also be at least 0.5m wide raised safety strips either side of the vehicle ramp to protect the building walls and pedestrians who would otherwise walk on the vehicle ramps.
 - Any proposed underground car park layout should be in accordance with and submitted with the appropriate policies to support the proposed design.
 - The proposed entry barrier to the ramped access to car park should be sited at least 6m (8m for a service vehicle) from the back edge of the footway to ensure that pedestrians and traffic on the public highway are not obstructed and that pedestrians do not walk along the busy carriageway of Campbell Road while a vehicle is waiting for access clearance. Clarification is required with regard to how the applicant will address vehicles wanting to enter via the ramp and denied access will be able to exit without having to reverse back up the ramp.
 - For pedestrian safety reasons, it is necessary to maintain areas known as pedestrian visibility splays within which unobstructed visibility is available for both drivers and pedestrian to see each other thereby enabling either to see a potential hazard in time and for the driver to take appropriate action of stopping. These splay areas measuring 1.5m by 1.5m, with no obstruction more than 0.6m high are located either side of where a proposed vehicle access meets the back edge of the footway. Pedestrian visibility splays should be provided at all vehicle access locations which could be potential conflict points between pedestrians/vehicles and vehicles/vehicles such as at both ends of a car ramp, access road junctions, parking bays, etc. The splay areas should be physically protected and shown on the deposited plans.
 - The existing garage structure is being retained therefore the minimum clear distance i.e. forecourt depth, between rows of grouped garages should be 7.3m to allow for access, which may be reduced to 6.5m when 3m wide garages are used.
- 8.55 The above issues can be dealt with via relevant planning conditions. The viability of amending the scheme via condition has been discussed with the applicant and it is considered that these amendments can be accommodated.

9.0 CONCLUSIONS

- 9.1 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning 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