

Committee: Strategic Development	Date: 9 th October 2008	Classification: Unrestricted	Agenda Item No:
Report of: Corporate Director Development & Renewal		Title: Planning Application for Decision	
Case Officer: Jason Traves		Ref No: PA/08/1161	
		Ward(s): Bromley by Bow	

1. APPLICATION DETAILS

Location: St Andrews Hospital, Devas Street, E3 3NT

Existing Use:

Proposal:

Outline application for demolition of the existing hospital buildings and construction of a development up to 27 storeys high building plus basement (Block D), 18 Storeys high building (Block E) and between 4 – 13 storeys high buildings (Blocks A – C) to provide 964 dwellings (97 x studios, 300 x 1bed, 278 x 2 bed, 248 x 3 bed, 27 x 4bed, 14 x 5bed); up to 303sqm of shopping, food and drink or professional services floorspace (Use Classes A1,A2, A3 and A4), up to 897sqm of community, health, education and cultural uses floorspace (Use Class D1) and/or assembly and leisure uses (Class D2); and a 2004sqm Primary Care Trust (PCT) facility (Class D1), together with the provision of open space, landscaping, parking and ancillary works.

The application has been submitted as a hybrid, concurrently with the detailed application PA/08/1162 for phase 1 (Block A).

Drawing Nos:

526-07: 000 P1; 001 P1; 002 P1; 003 P1; 004 P1; 005 P1; 006 P1; 007 P1; 008 P1; 009 P1; 010 P1; 011 P1; 012 P1; 013 P1; 014 P1; 015 P1; 017 P1; 020 P1; 099 P1; 100 P1; 101 P1; 102 P1; 103 P1; 104 P1; 105 P1; 106 P1; 107 P1; 108 P1; 109 P1; 110 P1; 111 P1; 112 P1; 113-115 P1; 116-126 P1; 127 P1; 128 P1; 201 P1; 202 P1; 203 P1; 204 P1; 900 P1; 901 P1

7620 SC-100 P3

No. 13 x plans of the existing St Andrews hospital (Greenhatch Group)

No.1 x survey plan (Greenhatch Group)

Planning Statement

Design and Access Statement

Environmental Statement

Shadow Analysis

Transport Assessment

Framework Travel Plan

Safety Audit Report – Site Access, St Andrews Hospital Development

Statement of Community Involvement

Applicant:

London Development Agency and Barrat Homes (East London)

Owner: London Development Agency
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, as well as the London Plan and Government Planning Policy Guidance and has found that:

- (a) The proposed land use is in accordance with the Interim Planning Guidance Proposals Map in proposing a scheme comprising of residential units (Class C3), a healthcare facility (Class D1), as well as the provision of over 1ha of open space. As such, the proposal is in line with the Leaside Area Action Plan and draft Bromley-by-Bow masterplan Policy CP19, which encourages redevelopment of the site for housing, a PCT facility and public open space contribution.
- (b) The scheme is considered to be an appropriate scale and shows no symptoms of overdevelopment. As such, the scheme is within the capacity of the site and area and in accordance with the guidance on density, pursuant to Policies 3A.3 'Maximising the Potential of Sites' of The London Plan, Policies CP20 'Sustainable Residential Density' and HSG1 'Determining Residential Density' of the LBTH Interim Planning Guidance (2007), which seek to ensure that development is sustainable and in an appropriate location.
- (c) The scheme provides in excess of the total required amenity space, including the provision of 1ha of publicly accessible open space. Therefore, the proposal addresses the space needs of future occupiers, pursuant to policy CP25 'Housing Amenity Space' of the LBTH Interim Planning Guidance (2007).
- (d) The scheme provides for 50.1% affordable housing with a 69:31 split between the social rent and shared ownership tenures. The scheme also provides 30% family housing. This accords with the requirement of schemes to cater for housing need pursuant to Policies CP22 'Affordable Housing', 3A.7 'Affordable Housing Targets', CP21 'Dwelling Mix and Type' of the LBTH Interim Planning Guidance (2007).
- (e) The design is considered to be high quality. As such, the scheme complies with LBTH Policy DEV1 'Design Requirements' and CP4 'Good Design' which require development to be sensitive to the area and that buildings and spaces should be high quality, attractive, safe and well integrated.
- (f) The scheme satisfies the criteria for the consideration of tall buildings because it is:
 - Appropriately located, in a highly accessible location;
 - Located to minimise amenity impacts on neighbours, such as overshadowing, loss of light and microclimate impacts;
 - Of a scale that does not harm to the character and appearance of the adjacent area, including the setting of the Three Mills Conservation Area;
 - Proposing high quality and safe public spaces;
 - Proposing a series of buildings that will assist in establishing and improving the residential character of the Bromley-by-Bow area; and
 - Will act as a catalyst for regeneration in the area.

Therefore, the proposal accords with London Plan Policies Policy 4B.1 'Design

Principles for a Compact City', Policy 4B.10 'Large-Scale Buildings – Design and Impact' and Policy 4B.9 'Tall Buildings – Location' as well as DEV27 'Tall Buildings Assessment' of the LBTH Interim Planning Guidance which requires schemes, amongst other criteria, to enhance the public realm, respect local context / character, be attractive to look at and act as a "*catalyst*" for regeneration. Moreover, it complies with Council Policy CP48 'Tall Buildings' and CABA / English Heritage 'Guidance on Tall Buildings' in this respect.

- (g) The scheme provides for the amenity of future occupiers. As such, the scheme is in accordance with Policies 4B.1 'Design Principles for a Compact City', 4B.5 'Creating an Inclusive Environment', 4A.3 'Sustainable Design and Construction', 4B.10 'Large-scale Buildings – Design and Construction' of The London Plan (Consolidated 2008), Policies CP1 'Creating Sustainable Communities' of the Interim Planning Guidance as well as PPS1 and PPS3 which seek to ensure a high quality environment and the amenity of future occupiers.
- (h) The scheme provides for the amenity of future occupiers in making adequate provision to mitigate against noise and vibration impacts through the building design. Therefore the scheme is in accordance with Policies 4B.1 'Design Principles for a Compact City', 4B.5 'Creating an Inclusive Environment', 4A.3 'Sustainable Design and Construction', 4B.10 'Large-scale Buildings – Design and Construction' of The London Plan (Consolidated 2008), Policies CP1 'Creating Sustainable Communities' of the Interim Planning Guidance as well as PPS1 and PPS3 which seek to ensure a high quality environment and the amenity of future occupiers.
- (i) The scheme has taken into consideration the relationship with neighbours and any potential impact posed. There is no significant overshadowing, microclimate effects, privacy, outlook or overlooking impacts. In terms of loss of light, only three habitable rooms are moderately affected by this development. This is not deemed, on balance, to outweigh the benefits this scheme will bring for the area, sufficient to justify a reason for refusal. Therefore, the scheme has appropriately addressed its relationship and impact with neighbours, in accordance with Policies 4B.1 'Design Principles for a Compact City', 4B.5 'Creating an Inclusive Environment', 4A.3 'Sustainable Design and Construction', 4B.10 'Large-scale Buildings – Design and Construction' of The London Plan (Consolidated 2008), Policies CP1 'Creating Sustainable Communities' of the Interim Planning Guidance as well as PPS1 and PPS3 which seek to ensure the amenity of the adjacent area is protected.
- (j) The scheme would have no significant transport impact on the area. Furthermore, the access, servicing, car parking, bicycle parking and car club arrangements for the development are acceptable. Therefore the scheme accords with Policies PPG13 'Transport' as well as Policies 2A.1 'Sustainability Criteria', 3A.7 'Large Residential Developments', 3C.1 'Integrating Transport and Development' of The London Plan (Consolidated 2008), Policies ST25, ST28, ST30, of the adopted UDP 1998 and Policies CP1 'Creating Sustainable Communities, CP41 'Integrating Development with Transport' CP43 'Better Public Transport', DEV16 'Walking and Cycling Routes and Facilities' of the LBTH Interim Planning Guidance 2007. These policies seek to ensure the scheme adequately provides for the transport needs of the future development as well as considering potential impacts on the surrounding area.
- (k) Measures incorporated into the scheme, including green roofs, a Combined Heat and Power (CHP) system, and bio-fuel boiler have satisfactorily addressed the policy requirement to reduce carbon dioxide emissions as well as providing renewable energy. The scheme therefore accords with Policies CP3 'Sustainable Environment', CP38 'Energy Efficiency and Production of Renewable Energy', DEV5 'Sustainable Design', DEV6 'Renewable Energy' of the LBTH Interim Planning Guidance 2007 as well as Policies 4A.4 'Energy Assessment', '4A.6 Decentralised Energy: Heating,

Cooling and Power', 4A.7 'Renewable Energy' of the London Plan (Consolidated 2008). These policies seek to tackle climate change, by reducing the reliance on non-renewable energy resources, reduce pollution, thereby making schemes more energy efficient and sustainable.

- (l) The scheme provides s106 planning contributions package of £5,465,538 to mitigate impacts on transport and education as well as improving connectivity. The contributions are appropriate and satisfy the tests of the Circular 05/2005 on contributions. It is noted that the contributions are in addition to the £4,636,475 PCT facility that will be delivered as part of the scheme. This equates to £10,102,013.00 of investment in the development and regeneration of the area.

3. RECOMMENDATION

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

A. Any **direction** by **The London Mayor**

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

- a) A proportion of **50.1%** based on habitable rooms of the proposed units to be provided as affordable housing with a 69:31 split between social rent and shared ownership tenures;
- b) Provide **£3,500,000.00** towards the upgrade to Bromley-by-Bow station upgrade and connectivity improvements;
- c) Provide **£1,715,538.00** towards education to mitigate the demand of the additional population on education facilities;
- d) Provide **£250,000.00** towards highway improvement works; and
- e) Provide for car club, car-free agreement, Travel Plan, TV reception monitoring and impact mitigation, and employment/training initiatives.

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

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

Conditions

- 1) Time limit for full planning permission
- 2) Phasing plan to be agreed
- 3) Full details of the appearance of the scheme are required.
- 4) Details of the following are required:
 - Materials board and drawings of scale 1:5
 - Balcony details with typical drawings and sections of scale 1:5
 - Detailed design of pedestrian link through ground floor of Block D with typical drawings and sections of scale 1:5
- 5) A Landscape management plan is required.
- 6) Parking provision for:
 - Maximum 151 car parking spaces;
 - Minimum 10% spaces for people with a disability;
 - Minimum 1 accessible space for the PCT facility;
 - Minimum 716 cycle spaces; and
 - Minimum 40 motorcycle spaces;should be provided

- 7) Final delivery/servicing strategy to be agreed
- 8) Detailed design of undercroft parking is required
- 9) Car free agreement is required
- 10) S278 agreement is required
- 11) Full details of waste and recycling facilities
- 12) Full details of green roofs
- 13) Hours of construction limits (0800 – 1800, Mon-Fri: 0800 – 1300 Sat)
- 14) Piling hours of operation limits (10am – 4pm Mon-Fri)
- 15) Wheel cleaning facility during construction
- 16) 20% renewables required.
- 17) Full particulars of renewable and efficiency details
- 18) Full particulars of the fitout of the healthcare facility required
- 19) Final BREEAM healthcare assessment
- 20) Final Code for Sustainable Homes assessment
- 21) Lifetime homes standards and 10% wheelchair accessible housing
- 22) Full land contamination study and remediation measures [as required by the Environment Agency (EA)]
- 23) Full particulars of clean fill
- 24) Full particulars of wind mitigation measures
- 25) Full particulars of noise mitigation measures
- 26) Full particulars of air quality mitigation measures
- 27) Full particulars of mechanical ventilation and ductwork
- 28) Full particulars of BRE and shadow assessment
- 29) Further modelling and full particulars of air pollution mitigation measures
- 30) Full particulars of the surface water drainage system as required by EA
- 31) Details of storage of oils, fuels and chemicals as required by EA
- 32) Program of archaeology as required by English Heritage
- 33) Water impact study as required by Thames Water (TW)
- 34) Drainage strategy as required by TW
- 35) Black Redstart survey required
- 36) Bat study required
- 37) Construction Management plan is required
- 38) Mgt plan for community/leisure/recreation uses
- 39) All residential C3 flats to have a component of private amenity space
- 40) Any additional conditions as directed by the Corporate Director Development and Renewal

Informatives

- 1) Legal agreement
- 2) Phasing plan to include details of hoardings, security measures
- 3) For landscaping condition consult ecology section and Natural England to ensure nectar rich varieties included in scheme
- 4) For green roof design consult Natural England and ecology section
- 5) Consult Thames water in respect drainage impact study, drainage strategy and connection to the sewer as well as any other issues or approvals that may be required
- 6) Consult Metropolitan Police
- 7) Consult PCT and metropolitan police in respect of the healthcare facility fitout
- 8) Renewable energy systems to be explored in future phases of the scheme
- 9) S278
- 10) Car free grampion
- 11) Consult EA
- 12) EA to be consulted to establish if separate approval is required in respect of the use of clean fill.
- 13) Consult LFEPA in respect of infrastructure for fire fighting purposes
- 14) Consult EH archaeology

- 15) Submit info in a detailed project design to address potential damage to remains
- 16) Consult GLA in respect of waste strategy and acoustic measures
- 17) Note that undercroft parking is not given full permission and needs to come forward as part of reserved matters
- 18) Consult GLA and TFL in respect of the deliver/servicing mgt plan

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 is delegated power to refuse planning permission.

4. PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 The outline application for the entire 3.01Ha St Andrews site is for consideration of 'access', 'landscaping', 'layout' and 'scale'. 'Appearance' is a reserved matter. The application is a hybrid, being submitted concurrently with the detailed application for phase 1 (Block A). For details of the phase 1 application, see the separate report for PA/08/1162.
- 4.2 The application is for demolition of the existing hospital buildings and construction of a development up to 27 storeys in height plus basement (Block D), 18 storeys high (Block E) and between 4 – 13 storeys high (Blocks A – C), to provide;
 - 964 dwellings (97 x studios, 300 x 1bed, 278 x 2 bed, 248 x 3 bed, 27 x 4bed, 14 x 4bed);
 - Up to 303sqm of shopping, food and drink and professional services (Use Classes A1,A2, A3 and A4);
 - Up to 897sqm of community, health, education and cultural uses (Use Class D1) and/or assembly and leisure uses (Class D2);
 - A 2004sqm Primary Care Trust (PCT) facility (Class D1), and
 - The provision of open space, landscaping, parking and ancillary works.
- 4.3 The outline application proposes 5 development zones identified as Blocks A, B, C, D, and E.
- 4.4 Blocks A, B, and C are located along Devas Street, from the intersection with Devons Road in the west through to the A12 road system in the east. Buildings A, B and C take the form of perimeter blocks, each enclosing a central communal courtyard. In addition, a public forecourt space of 375sqm will be situated to the north of Block A, adjacent to the PCT facility. Blocks A, B and C range in height from 4 to 13 storeys. The ground floors and upper storeys of these Blocks are residential other than the following exceptions:
 - The PCT facility, which is in the northern end of Block A, at the ground and first floor levels;
 - 1 commercial unit at in the south western corner of the ground floor of Block A; and
 - 1 community facility unit in the south eastern corner of the ground floor of Block C
- 4.5 Block D is located in the north eastern corner of the site. It comprises of two elements. A 27 Storey tower element is sited immediately adjacent the northern boundary and Bromely-by-Bow Underground station. A lower building element of 9 storeys runs north to south and is adjacent the A12 to the east. This block is residential with the exception of 2 commercial units and 1 community facility unit on the ground floor. In addition, a key component of the ground floor arrangement is a pedestrian thoroughfare that will link the site with Bromley-by-Bow Underground station.
- 4.6 Block E is located in the north west corner of the site, adjacent to Devons Road to the west and London Underground track to the north. The building is a tower with a maximum height of 18 storeys. The ground floor comprises of a further PCT facility and 1 community facility

unit. The upper floors are residential dwellings. To the south of the block is to be Reeves Square. This 233sqm area, will serve as a forecourt for the building and its ground floor uses. It will also provide a link into Reeves Park.

- 4.7 In addition to the communal courtyards in blocks A, B and C, public open space is provided between the courtyard blocks. Nelson's Walk is created between Blocks A and B and Truman Walk is between Blocks B and C. These public spaces will be landscaped and each will include a component of children's playspace.
- 4.8 There are also 2 principle public open spaces provided in this scheme. St Andrews Gardens will be sited in the south eastern edge of the site, bounded by Devas Street, the A12 and Blocks C and D. The 3377sqm space will include a component children's playspace, in particular a sports pitch. The park is part of the link through to Bromley-by-Bow Underground station.
- 4.9 Reeves Park is an elongated open space which runs along the northern boundary of the application site. The 2009sqm park will extend from Block D in the east, to Block E in the west. The landscaping plan for the park shows the retention of a line of mature trees along the northern boundary. They will provide buffer to the London Underground track. Within the park is a public art opportunity. A medicinal herb garden is proposed with the planting set out in the shape of the hospital building footprint.
- 4.10 A total of 151 parking spaces will be provided on site, representing a ratio to the number of flats of 0.15:1. Beneath Block D and St Andrews Gardens is the proposed undercroft parking area. It will accommodate approximately 146 cars. Additional parking will be provided around the access roads. 10% of parking will be for people with a disability, including an accessible space for the PCT facility.
- 4.11 Vehicular access is provided from Devon's Road to the west. The access point is proposed between Blocks A and D.
- 4.12 The key aspects of the outline scheme are as follows:
- The provision of 3,284.4sqm of non-residential floorspace is predicted to generate 3 retail jobs (phase 1), 12 full time jobs in the remaining outline scheme, and 16 general practitioner jobs in the PCT facility;
 - 61,997.3sqm of residential (C3) floorspace with dwelling sizes ranging between studios and 5 bedroom accommodation;
 - Affordable housing provision which equates to 50.1% of total habitable rooms;
 - Residential design that achieves level 3 Code for Sustainable Homes Criteria as well as 10% wheelchair housing;
 - Incorporation of energy efficient and sustainable measures into the scheme to reduce carbon emission by 20%;
 - A total of 13,173sqm of communal/public amenity space comprising:
 - 2571sqm of communal amenity space in the courtyards of Blocks A, B and C
 - 7058sqm of public amenity space in St Andrews Gardens, Reeves Park, Nelson's Walk and Truman Walk;
 - 3544sqm public amenity space elsewhere through the development;
 - Within public and communal spaces is a total of 1010sqm of defined children's play space;
 - The provision of up to 151 car parking spaces, 10% of which are spaces for people with a disability;
 - Provision of 40 motorcycle spaces;
 - The provision of approximately 716 bicycle stands. This represents 0.72 spaces per unit.
- 4.13 It should be noted that the detailed application for Block A (Phase1) is being presented separately for consideration. See report PA/08/1162 for full details of phase 1.

Floorspace Summary

4.14 Amended floor area schedules have been provided and are summarised in the table below.

Table: Floorspace (sqm)

Block A	Residential C3	12,418.0
	PCT facility	2,004.0
	A1/A2/A4	80.0
Block B	Residential C3	15,927.4
Block C	Residential C3	14,880.9
	D1/D2	192.0
Block D	Residential C3	12,444.1
	D1/D2	501.8
	A1/A2/A3/A4	210.6
Block E	Residential C3	6,326.9
	D1/D2	296.0
Total Res. C3		61,997.3
Total non-Res.		3,284.4
Grand Total		65,281

Regeneration Benefits

4.15 The scheme provides the following benefits, including:

- The provision of a series of publicly accessible open spaces;
- 50.1% affordable housing, a level which is unprecedented in any recent planning application considered by LBTH;
- Provision of a £4,636,475 PCT facility;
- Improved permeability and connectivity through the site which is further reinforced by section 106 planning contributions for upgrading of and links to the Bromley-by-Bow station (£3.5m) and local highway improvements (£250k);
- A planning contribution to education facilities (£1,715,538);
- A built form that addresses the street, contributes positively to establishing an urban grain for the site and area, improves connectivity, permeability and links;
- Energy efficiency, renewable and sustainability measures within the development to reduce its energy demand.

Site and Surroundings

4.16 The application site was formerly used as St Andrews hospital. The hospital was constructed in 1969 and was originally the Stepney Sick Asylum. The site is all but demolished. The agent advises that the original building comprised of eight separate blocks which were later added to in the 1930s and post 1945. All that remains are the central tower, a line of trees along the northern boundary, as well as a series of relatively modern buildings in the south east of the site.

4.17 To the north, the site is bordered by London Underground track. Bromley-by-Bow tube station is adjacent the site and serves the District line and Hammersmith and City Lines. Beyond this is the Devons and Bow Bridge estates.

4.18 To the south are residential flats in the Coventry Cross estate, as well as Marner Primary School.

4.19 In relation to the primary school, it is noted that planning permission was granted on 14 August 2008 for a three storey extension on the western elevation of the school (LBTH Ref.

PA/08/1258). The additional 1497sqm floorspace includes six classrooms. The school also benefits from planning permission granted 14 August 2008 for a nursery school extension of 155sqm (LBTH Ref. PA/08/1299).

- 4.20 The east of the site is bordered by the A12 and the interchange for Devas Street. Further afield is a mix of commercial and residential sites. Further still in the Borough of Newham, is the Three Mills Conservation area which and waterways associated with the Thames Blue Ribbon Network.
- 4.21 To the west is a public park, bordered by the residential properties on Reeves Road and Devon's Road. To the west, adjoining the London Underground track, are allotment gardens. Further along Devas Street is Devon's Road DLR station.
- 4.22 The LBTH Leaside Area Action Plan and the Mayors Lower Lea Valley Opportunity Area Planning Framework identify this as an area for change, indicating the need for a masterplan to bring forth change in a coordinated and systematic way. As a consequence, the draft Bromley-by-Bow Masterplan area has been prepared. It has been subject to public consultation and is pending further work and progression towards adoption as an SPG. The objectives include:
- Addressing the physical barrier of the A12,
 - Developing a connected/legible/cohesive neighbourhood,
 - Enhancing the public realm,
 - Enhancing the mix of uses and enhancing a positive identity for the area.
- 4.23 Key elements of the masterplan include access improvements to Bromley-by-Bow station, a new PCT facility, as well as a new public open space on the St Andrews site.

Planning History

- 4.24 The following planning decisions are relevant to the application:
- 4.25 PA/02/669; PA/02/1815 Outline application for the demolition of all of the existing buildings except the clock tower block and the erection of 10 new blocks across the site between 21 - 45m in height. These were proposed to be used as 782 new residential flats, 2000 sqm of Class A1/A2/A3/B1/D1 and D2 accommodation, of which at least 1000 sqm should be for a primary health care facility (Class D1), 2000 sqm of public open space and a new pedestrian link to Bromley by Bow underground station. Also, 190 car and 64 secure cycle parking spaces were proposed. The Development Committee resolved to grant permission on 14th May 2003.

5. POLICY FRAMEWORK

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

Unitary Development Plan 1998 (as saved September 2007)

Proposals:		Partially within a flood protection area
Policies:	ST23	Housing
	ST25	Housing
	ST35	Shopping
	ST37	Open Space, Leisure and Recreation
	ST49	Social and Community Facilities
	ST50	Social and Community Facilities
	DEV1	Design Requirements

DEV2	Environmental Requirements
DEV3	Mixed Use Developments
DEV4	Planning Obligations
DEV8	Protection of Local Views
DEV12	Provision of Landscaping in Development
DEV15	Retention and Replacement of Mature Trees
DEV50	Noise
DEV51	Soil Tests
DEV55	Development and Waste Disposal
DEV56	Waste Recycling
DEV69	Efficient Use of Water
EMP1	Encouraging New Employment Uses
EMP6	Employing Local People
EMP10	Development Elsewhere in the Borough
HSG7	Dwelling Mix and Type
HSG15	Preservation of Residential Character
HSG16	Housing Amenity Space
T1	Improvements and Extension to the Underground
T16	Traffic Priorities for New Development
T18	Pedestrians and the Road Network
T21	Pedestrian Needs in New Development

Interim Planning Guidance for the purposes of Development Control

Proposals:	LS8	St Andrews Hospital
Core Strategies:	CP1	Creating Sustainable Communities
	CP3	Sustainable Environment
	CP4	Good Design
	CP5	Supporting Infrastructure
	CP7	Job Creation and Growth
	CP14	Combining Employment and Residential Use
	CP19	New Housing Provision
	CP20	Sustainable residential Density
	CP21	Dwelling Mix and Type
	CP22	Affordable Housing
	CP25	Housing Amenity Space
	CP27	High Quality Social and Community Facilities to Support Growth
	CP30	Improving the Quality and Quantity of Open Spaces
	CP31	Biodiversity
	CP35	Lee Valley Regional Park
	CP38	Energy Efficiency and Production of Renewable Energy
	CP39	Sustainable Waste Management
	CP40	A Sustainable Transport Network
	CP41	Integrating Transport and Development
	CP46	Accessible and Inclusive Environments
	CP48	Tall Buildings
	CP49	Historic Environment
	CP50	Important Views
Policies:	DEV1	Amenity
	DEV2	Character and Design
	DEV3	Accessibility and Inclusive Design
	DEV4	Safety and Security
	DEV5	Sustainable Design
	DEV6	Energy Efficiency and Renewable Energy
	DEV7	Water Quality and Conservation
	DEV8	Sustainable Drainage

DEV9	Sustainable Construction Materials
DEV10	Disturbance and Noise Pollution
DEV11	Air Pollution and Air Quality
DEV12	Management of Demolition and Construction
DEV13	Landscaping and Tree Preservation
DEV14	Public Art
DEV15	Waste and Recyclables Storage
DEV16	Walking and Cycling Routed and Facilities
DEV17	Transport Assessments
DEV18	Travel Plans
DEV19	Parking for Motor Vehicles
DEV20	Capacity for Utility Infrastructure
DEV21	Flood Risk Management
DEV22	Contaminated Land
DEV24	Accessible Amenities and Services
DEV25	Social Impact Assessment
DEV27	Tall Buildings Assessment
EE2	Redevelopment/Change of Use of Employment Sites
RT3	Shopping Provision Outside of Town Centres
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
HSG7	Housing Amenity Space
HSG9	Accessible and Adaptable Homes
HSG10	Calculating the Provision of Affordable Housing
SCF1	Social and Community Facilities
CON2	Conservation Areas
CON4	Archaeology and Ancient Monuments

Supplementary Planning Guidance/Documents

Designing Out Crime Pts 1 and 2 (2002)
Sound Insulation (1998)
Archaeology and Development (1998)
Residential Space (1998)
Landscaping Requirements (1998)

Spatial Development Strategy for Greater London (London Plan)

2A.1	Sustainability Criteria
2A.5	Opportunity Areas
2A.6	Areas for Intensification
2A.9	The suburbs: supporting sustainable communities
3A.1	Increasing London's Supply of Housing
3A.3	Maximising the Potential of Sites
3A.5	Housing Choice
3A.6	Quality of New Housing Provision
3A.7	Large Residential Developments
3A.8	Definition of Affordable Housing
3A.17	Addressing the Needs of London's Diverse Population
3A.18	Protection and Enhancement of Social Infrastructure and Community Facilities
3A.21	Locations for Health Care
3A.23	Health Impacts
3A.28	Social and Economic Impact Assessments

3B.3	Mixed Use Development
3C.1	Integrating Transport and Development
3C.2	Matching Development to transport Capacity
3D.13	Children and Young People's Play and Informal Recreation Strategies
3D.14	Biodiversity and Nature Conservation
4A.3	Sustainable Design and Construction
4A.4	Energy Assessment
4A.5	Provision of Heating and Cooling Networks
4A.6	Decentralised Energy: Heating, Cooling and Power
4A.7	Renewable Energy
4A.11	Living Roofs and Walls
4A.13	Flood Risk Management
4A.14	Sustainable Drainage
4A.17	Water Quality
4A.19	Improving Air Quality
4B.1	Design Principles for a Compact City
4B.2	Promoting World Class Architecture and Design
4B.3	Enhancing the Quality of the Public Realm
4B.5	Creating an Inclusive Environment
4B.6	Safety, Security and Fire Prevention and Protection
4B.6	Respect Local Context and Communities
4B.9	Tall Buildings – location
4B.10	Large-scale Buildings – Design and Impact

Government Planning Policy Guidance/Statements

PPS1	Delivering Sustainable Development
PPS3	Housing
PPS22	Renewable Energy
PPS23	Planning and Pollution Control
PPS25	Development and Flood Risk
PPG13	Transport
PPG15	Planning and the Historic Environment
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
- 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 & Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 6.2 The following were consulted regarding the application:

LBTH Ecology

- 6.3 Considers that the ES has covered all the relevant issues and consulted with the appropriate authorities. The officer is satisfied that the scheme will not result in a net loss of biodiversity on site. Rather, there will be a net gain following the completion of the development. Living and green roofs should be included where possible. There may be potential impact to Black Redstarts. The use of nectar rich plants in the planting scheme will provide a food source for

birds. A bat survey is recommended in the Environmental Statement (ES) and should be completed.

(Officer comment: The scheme includes the provision of green roofs as part of the scheme. An appropriately worded condition requiring a landscaping plan and an informative for the ecologist to be consulted, will ensure planting includes nectar producing varieties. In respect of Black Redstarts, the species was not identified on site at the time of the survey. Nevertheless, an appropriately worded condition is recommended for the mitigation measures during the construction phase in accordance with the ES. An appropriately worded condition is also recommended for a bat survey to be completed, it being noted that no bats were identified in the 2km radius assessment area of the ES.)

LBTH Education

- 6.4 No objection is raised to the scheme and a planning contribution of £1,715,538 (based on 139 additional primary schools places at £12,342 per place) is requested to mitigate the impact of the scheme on education facilities.

(Officer comment: The full planning contribution has been sought and agreed by the applicant.)

LBTH Energy Efficiency Unit

- 6.5 Overall, the energy strategy is acceptable and the following appropriately worded conditions are recommended to address the requirement for further detailed information:
- Full particulars of the energy efficiency measure prior to commencement;
 - The final Code for Sustainable Homes assessment to be approved prior to occupation of the residential units;
 - The final BREEAM assessment and full particulars of the efficiency measures, passive design features and low/zero carbon technologies shall be approved prior to the occupation of the PCT facility.

(Officer comment: Appropriately worded conditions of approval are recommended if approval is granted)

LBTH Environment Health

Contaminated land

- 6.6 The scheme is acceptable and a standard contamination condition is recommended. A further condition is also recommended in respect of the use of clean fill imported onto the site for reprofiling ground levels.

(Officer comment: Appropriately worded conditions for both applications are recommended if approval is granted.)

Daylight and Sunlight

- 6.7 A total of only 3 habitable rooms of two neighbouring properties (Stansted House and 144 Devons Road) will suffer a loss of light. However, an assessment of the impact to these rooms in terms of the Building Research Establishment (BRE) Average Daylight Factor (ADF) test indicates that the level of impact is tolerable:
- Two bedroom windows of Standard house achieves an ADF of 0.89% and the pass rate for bedrooms is 1%; and
 - 1 living room window of 144 Devons Road achieves an ADF of 0.8% and the pass rate for living rooms is 1.5%.

As such, this is not considered to be a reason for refusal.

(Officer comment: This matter is not considered sufficient to warrant a refusal when balanced

with the regeneration benefits of the scheme.)

Microclimate

- 6.8 The effect of wind on and around the proposal is acceptable. An appropriately worded condition is recommended for further testing and implementation of wind mitigation measures at the detailed application stage.

(Officer comment: An appropriately worded condition is recommended if the scheme is approved.)

Noise and vibration

- 6.9 There is no vibration impact posed, whilst the noise impact is created by the surrounding roads. In particular, the effect of the A12 was considered. The Impact on Block D is tolerable. An appropriate condition is therefore recommended for further testing to ensure it is satisfactory at the detailed application stage.

(Officer comment: An appropriately worded condition is recommended if the scheme is approved.)

Air quality

- 6.10 The air quality of the surrounding area is tolerable. An appropriately worded condition is recommended for further testing and to obtain full particulars of mitigation measures at the detailed application stage.

(Officer comment: The appropriately worded condition is recommended if the application is approved.)

LBTH Highways

- 6.11 Matters relating to traffic generation, access parking, public transport, walking and cycling have been adequately considered in the Environmental Statement (ES), Transport Assessment (TA). A draft waste and servicing/delivery plan has also been considered. The scheme is recommended for approval, subject to appropriately worded conditions to secure cycle parking, parking for people with a disability, as well as a final delivery/servicing plan.

(Officer comment. A full summary of the issues pertaining to the assessment of transport matters is provided in section 8 of this report. The suggested conditions are recommended if the application is approved.)

LBTH Parks and Open Spaces

- 6.12 No comments received

LBTH Waste Management

- 6.13 Satisfied with the draft waste management strategy, vehicular access and kerbside collection for the scheme.

(Officer comment: An appropriately worded condition is recommended for the final waste management plan to be agreed prior to commencement.)

LBTH Youth and Community Services

- 6.14 No comments received

British Broadcasting Corporation (BBC)

- 6.15 No comments received

British Waterways

- 6.16
- Synergies between the Coventry Cross site to the south-east and the St Andrews site as well as improvements to the Bromley-by-Bow Station and waterways could result

in wider regeneration

- The scheme provides opportunity for better connections to and improvement of waterways. A planning obligation for waterways should be included.

(Officer comment: The priorities for development of the St Andrews site were:

- A contribution to the upgrade to Bromley-by-Bow station;
- Provision of PCT facility;
- A education contribution;
- Local highway improvements;
- Securing public open space on site;
- Affordable housing

Consequently, there is not additional money available to secure a contribution for waterways. Furthermore, improvements to the waterways are not identified as priorities for the St Andrews site in the masterplan.)

Commission for Architecture & Built Environment (CABE)

- 6.17
- Generally supportive of the scheme and welcome the three perimeter blocks
 - However, not convinced about the quality and distribution of the open space and the quality of the residential tower;
 - Consider the scheme is overdevelopment;
 - Question the success of Reeves Park, due to it's width and the lack of a buffer to the railway land to the north;
 - Not convinced about the level of amenity achieved by pocket parks for them to be considered as contributing to open space provision;
 - Overshadowing is regarded as a problem, especially to Reeves Park and the communal courtyards. They consider a reduction in density would address this concern, but will leave it to LBTH to ensure that adequate daylight is achieved;
 - The perimeter blocks, including the multiple cores, varying heights/rhythm and roofscape work well;
 - A convincing case has been made for a tall building adjacent to Bromley-by-Bow station, but not for the tall building (Block E) to the west because of its relationship to Reeves Square and Reeves Park;
 - Pleased that the scheme takes into account Bromley-by-Bow Station and encourages LBTH to consider this as part of the wider regeneration of the area;
 - Further consideration of the access route to the station should be considered as well as microclimate impacts on it.

(Officer comment:

- The variety of open space provision across the site is considered to be acceptable in terms of its quantum (see section 8 of this report) and in terms of its detailed design. The final particulars of hard/soft landscaping and features will be controlled by an appropriately worded condition to ensure a high quality outcome
- With specific reference to Reeves Park, at its narrowest point it is 14m wide. As such, it is not considered that a reason for refusal could be sustained on such grounds. It is noted that landscaping has been given extensive consideration, involving the use of case study examples to inform the design process to achieve a successful design. Moreover, the relationship of the railway land to the north and a buffer has been explored. A row of mature trees is retained and integrated in to the landscaping plan which will assist in providing a landscaped buffer. This is considered to adequately address this concern. It will enhance the setting Reeves Park and the outlook of the adjacent residential flats;
- The relationship of the western tower with Reeves Square and Park has been considered and deemed acceptable. No overshadowing or significant microclimate impacts are posed by the tower on public spaces. In addition, the Council's Design and Conservation team have advised that they consider the western tower has met the Council and Mayor's tall buildings policy. It is noted that the detailed design and appearance of the tower is a reserved matter and will be secured by condition to

- achieve a high quality outcome;
- In respect of Bromley-by-Bow station, its upgrade is a central consideration of the LBTH Masterplan. The application includes a planning contribution of £3.5m for upgrade and connectivity improvements for the station. This represents the full contribution requested by TFL for the station;
- Whilst future applications for the detailed design of buildings B – E will enable further consideration of overshadowing, illustrative material received indicates that overshadowing is acceptable against BRE criteria. In addition, the overshadowing of Reeves Park is transient, not permanent. Therefore, it is considered acceptable;
- The design treatment and amenity of the link between the station and the site has been the subject of extensive pre-application discussions, including representatives from the Council's Design and Conservation Team. The detailed design of this link is a reserved matter and will be controlled by a planning condition to ensure a high quality outcome.)

Docklands Light Rail

6.18 No comments received

English Heritage (Statutory)

- 6.19
- Scoping opinion previously highlighted the desirability of retaining the central building of the hospital;
 - It is noted that the scheme incorporates art works which reference the hospital to ensure it is remembered. However, the best reminder would be the retention of the tower; and
 - Question the relevance of the tower element adjacent to the Blackwell Tunnel Northern Approach.

(Officer comment:

- The discussion of demolition under 'Landuse' in section 8 addresses the acceptability of the loss of the hospital buildings and their unsuitability for reuse; and
- It is considered that the tall elements have been adequately considered against the tall buildings policy, as well as the CABE/EH guidance. A summary is provided in section 8 under 'Design'.)

English Heritage (Archaeology)

6.20 Appropriately worded conditions are recommended to secure a program of archaeological work and to complete a more thorough recording and analysis of historic buildings.

(Officer comment: The conditions are recommended if the application is approved.)

Environment Agency (Statutory)

6.21 No objection is raised to the scheme having considered the Environmental Statement as well as further information pertaining to surface water drainage in a revised Flood Risk Assessment (FRA). The following conditions are recommended:

- Full particulars of the surface drainage system;
- Full particulars of storage for oils, fuels and chemicals; and
- Full particulars of site investigation and remediation.

(Officer comment: The conditions are recommended if the application is approved.)

Government Office for London (Statutory)

6.22 No comments received.

Greater London Authority (Statutory)

6.23 Design

- Development massing, architecture and materials are broadly supported;
- East/west orientation of courtyards allows for good sunlight into communal spaces;

- Towers supported in respect of London Plan Policy;
- Density is higher than the specified range. However, because of the high Public Transport Accessibility Level (PTAL), this is considered acceptable as the London plan promotes schemes that maximise intensity;
- All dwellings have private open space;
- A public art strategy is included as part of the open space design development.

Housing

- An affordable housing toolkit would be needed by the Mayor to consider a scheme where less than 50% affordable housing is achieved;
- The affordable housing split between the social rent and shared ownership tenures is in line with London Plan Policy;
- The different tenures and dwelling sizes are scattered through the development and will stimulate social cohesion;
- All affordable housing dwellings meet or exceed the LBTH space standards;
- In respect of playspace, the scheme is considered to accord with the Mayor's SPG;
- The open space strategy and the variety of landscape spaces proposed are supported;

Sustainable Development

- Further calculations for energy efficient measures need to be provided;
- The CHP and biomass boilers should provide energy to the whole development;
- Synergies with neighbouring developments should be explored for the CHP;
- A feasibility study for the most appropriate size of CHP should be undertaken;
- Further justification is needed to demonstrate the boiler can reduce carbon dioxide emissions by 20%;
- The use of biofuel needs to be further supported in terms of supplier details and an air quality assessment;
- Further energy systems, such as photovoltaics, needs to be explored;

Waste

- No waste strategy has been included;

Noise and Vibration

- Noise impact from the A12 on block D raise some concerns;
- Consideration of the proposed layout and mitigation measures, such as glazing and passive ventilation systems, are needed to address the impact of road noise on Block D;

Air quality

- Overall, there does not appear to be a significant impact to air quality;

TFL

- Provided the following matters are addressed, in particular the s106 contributions, the scheme will comply with Policy;
- Junction modelling indicates a likely impact to the local network. Therefore, a further reduction in car parking or car free development in line with Policy 3C.23 is recommended;
- Recommends cycle parking should be increased to at least 1 space per dwelling
- Clarification is needed about the cycle parking provision for the PCT facility;
- Recommends a £3.5million contribution towards the estimated £17.5m upgrade of Bromley-by-Bow station. This is necessary to accommodate the additional demand;
- Recommends a £200k contribution to the DLR;
- Recommends a contribution towards the upgrading bus stops within 400m which would be capped at £400 per bus stop;
- Welcomes the applicant's commitment to a travel plan;
- Appropriate servicing facilities should be provided on site. It is noted that the indicative vehicle route to the A12 would be in direct conflict with pedestrian movements on this part of the network. Also, an indicative vehicle exit route at the eastbound bus stop on Devas Street is shown and is not acceptable;
- A delivery service plan is necessary;

Conclusion

- The proposed 964 homes are welcomed in this location, but further information is needed to demonstrate they are high quality;
- Design: The detailed scheme needs to be high quality;
- Energy: Further information is needed;
- Waste: No waste strategy is provided;
- Noise: The impact of road noise on Block D is a concern;
- Air quality: concern about the data used to assess this and the impact to new residents;
- Transport: generally accords to policy subject to recommendations including s106 contributions;
- Possible remedies to the above issues are as follows:
 - Housing: submit a affordable housing toolkit;
 - Design: demonstrate that the new housing is high quality;
 - Energy: provide further information;
 - Waste: a strategy should be submitted;
 - Noise: separate the sensitive development from the A12;
 - Air quality: further modelling is needed;
 - Transport: further discussion take place with the GLA and TFL.

(Officer comment:

- The applicant has submitted the further information requested and this has been forwarded to the GLA. However, no response has been received from the GLA to date.
- Some key points in terms of the assessment by LBTH are noted as follows:
 - An Informative for renewable energy systems to be provided in the future phases of the scheme is recommended if the application is approved;
- A draft waste strategy was submitted and agreed by the LBTH waste team. A final strategy will be secured by condition;
- Noise impacts of Block D will be tolerable subject to securing mitigation measures such as improved glazing by an appropriately worded conditions);
- Regarding TFL comments for car parking, the provision is in line with LBTH policy. Furthermore, a car free agreement is required by a condition. Therefore, the impact on the local road system is not considered significant in the opinion of the LBTH Highways team;
- The full contribution for the Bromley-by-Bow station has been secured;
- A draft delivery/serving plan has been submitted and considered acceptable by the LBTH Highways team. A condition is recommended to secure its final details.)

Lea Valley Regional Park Authority

6.24 No comments received

London Borough of Newham

6.25 Advice that the borough has considered the scheme and have no observations to make.

(Officer comment: Notwithstanding the above comment, the impact to the setting of the Three Mills conservation area has been considered within the Townscape and Visual impact assessment of the Environmental Statement. No significant impact was identified.)

London City Airport

6.26 No safeguarding objection is raised to the proposal.

London Fire & Emergency Planning Authority (Statutory)

6.27 The Authority raise no objection to the scheme and recommend a condition for full particulars of water supply for fire fighting purposes to be agreed.

(Officer comment: This matter is not a planning consideration. It will be dealt with as part of the approval under the building regulations. An appropriately worded informative is recommended for LFEPA to be consulted.)

London Thames Gateway Development Corporation

6.28 No comments received

Metropolitan Police

- 6.29
- Happy that the development is being built in the spirit of secured by design principles; and
 - Request that the PCT building achieve fitout to Secured by Design Certification.

(Officer comment: An appropriately worded informative is recommended so the Metropolitan Police are consulted on the detailed design of elevations, landscaping and amenity spaces, entrances, boundary treatments. An appropriately worded condition is recommended requiring details of the fitout of the PCT facility.

National Air Traffic Control Services

6.30 No objection to the proposal.

Natural England (Statutory)

- 6.31
- Overall, happy that the ecological issues have been handled effectively;
 - An ecological management plan should be submitted in addition or as part of the landscape strategy, and should cover:
 - principles to encourage biodiversity;
 - specific ecological enhancements;
 - maintenance scheme;
 - green roof design,
 - sensitive lighting scheme.

(Officer comment: The recommendations of Natural England are incorporated into the condition requiring a landscape plan. An appropriately worded informative is recommended for Natural England to be consulted.)

National Grid

6.32 NG consider that the risk to electricity and gas networks is negligible.

Network Rail

6.33 No comments received.

Olympic Delivery Authority (ODA)

6.34 The Authority advise that they have no comment to make on the proposals.

Poplar Harca Limited

6.35 No comments received.

Thames Water

- 6.36
- Developer is responsible for providing adequate drainage;
 - Surface waters to be attenuated;
 - Removal of groundwater is not permitted;
 - Prior approval from Thames Water is needed for connection to the sewer;
 - No works should take place within 3 metres of sewers without approval from Thames Water;
 - Petrol and Oil interceptors are recommended in car parking;
 - A drainage strategy shall be agreed prior to commencement;
 - Recommends the installation of a fat trap from all catering establishments;

- An impact study on the existing water supply infrastructure is required prior to commencement;
- Network reinforcement will be required as determined by the water modelling impact assessment;
- Points of connection to the sewer are to be agreed;
- Surface water retention should be applied so there is no increased peak flow compared to the historic situation.

(Officer comment: Appropriately worded conditions are recommended for a drainage strategy and impact study to be agreed prior to commencement.)

Tower Hamlets Primary Care Trust

- 6.37 Following negotiations, the PCT advised at the pre-application stage that a HUDU contribution would not be sought for this scheme.

(Officer comment: The PCT informally confirmed that negotiations for the shell and core PCT provision on site, instead of a HUDU contribution was acceptable. See section 8 for further consideration of healthcare contributions).

Transport for London (Statutory)

- 6.38 See GLA comments.

7. LOCAL REPRESENTATION

- 7.1 A total of 990 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: 11 Objecting: 11 Supporting: Nil
 No of petitions received: 01 containing 310 signatories

- 7.2 No local groups/societies made representations.

- 7.3 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:

Landuse

- Overdevelopment;
- Unacceptable strain on local resources (schools, doctors, public transport, utilities) caused by this development;
- Concerns about the precedent set by this development for other sites, including underutilised industrial sites in the area;
- Sets a precedent for development along the A12 heading to the Olympics site.

Housing

- Quality of the housing proposed is unacceptable;
- The level affordable housing is insufficient;
- Concern about the impact that market housing and new residents will have on the community in this area;

Design and Access

- The height and visual impact of the towers is unacceptable;

- Design quality and visual impact of the scheme is unacceptable;
- The scheme affects the character of Devas Street;
- Relationship with the area, in terms of bulk and height is unacceptable;
- The replacement buildings need to be high quality to compensate for the loss of the St Andrews Hospital;
- Detrimental impact to the 3 Mills area and its conservation and waterway values;
- Proximity of towers to the Three Mills Conservation Area is acceptable;

Amenity

- The scheme does not incorporate enough open space including children's playspace and sport facilities;
- Loss of light, in particular to Denbury House and Maltings Close;
- Loss of privacy, in particular to Denbury House;
- Loss of skyline;
- Nuisance (unspecified) to residential neighbours;

Transport

- Bromley-by-Bow underground station is currently overused;
- Width of the pavements of Devas Street is insufficient;
- Traffic impact in terms of congestion and parking;

Planning contributions

- Investment in the public transport system is needed to cope with the increased demand;
- Interference with television and telephone reception;

Other

- The community uses proposed including health, education, youth and cultural facilities are not sufficient in size to cater for families in the local area;
- Insufficient detail provided in respect of the community, health, education and cultural facilities, their accessibility and the benefit they would provide to local residents;
- Terrorism concerns because of the location of a 27 storey building adjacent to the London Underground Station and its proximity to the Olympics site;
- Problems with antisocial behaviour associated with public house and bar uses;
- Concern about consultation and that residents views have been ignored;

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

Negative comments:

- Problems (unspecified) with residential towers when they are not properly maintained;
- The current proposal is very different to the previous scheme for the site;
- Reduction in property values as a consequence of the development;
- Loss of views;
- High rise buildings, as proposed here, will not raise the profile of East London.
- Anti-social behaviour associated with public house/bar uses.

Positive/neutral:

- It is considered that an attractive scheme has been put forward;
- Request to be re-housed, as their current accommodation does not cater for the current family needs;
- A request for local residents to be given priority in allocations for affordable housing and businesses in the development.

7.5 The following procedural issues were raised in representations, and are addressed below:

- Proper public consultation has not taken place

8. MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the committee must consider are:

- Land Use
- Housing
- Design and Access
- Amenity
- Transport
- Environmental Statement
- Planning contributions
- Other

Land Use

Demolition

8.2 The site is almost completely demolished. Whilst English Heritage has objected to the loss of the hospital buildings making particular reference to the clock tower, it should be noted that consent is not required for demolition. The former hospital buildings were not listed and the site does not fall within a conservation area. As such, consent is not required for such development.

8.3 Nevertheless, demolition is justified for the following reasons:

- The existing building stock was not suitable for conversion having regard to current building regulations;
- The spread of and reuse of the building stock would have compromised the ability to deliver other aspects of the scheme (E.g. the 1ha of open space);
- The new scheme's positive contribution in respect to design quality, sustainability and regeneration benefits.

8.4 Moreover, the principle of the replacement of the existing buildings was established by the previous consent for redevelopment, PA/02/1815 on 14 May 2003.

8.5 Overall, the demolition of the existing buildings is considered acceptable.

Mixed-use

8.6 In respect of objections for the redevelopment of this site and the precedent it may set for future development in this area along the A12, Mayoral and LBTH planning guidance promotes a residential-led, mixed use redevelopment of the former St Andrews Hospital site. The Mayor's Lower Lea Valley Opportunity Area Planning Framework (January 2007) identifies the site as a potential new housing area. Within the LBTH Leaside Area Action Plan, the St Andrews in site allocation 'LS8' indicates redevelopment for residential (Class C3), health care (Class D1) and public open space usage. This is reinforced in the draft Bromley-by-Bow masterplan.

8.7 The application provides the mix of uses specified. As such, it is considered acceptable.

8.8 In respect of comments by objectors, the proposed development is not considered to set an undesirable precedent for development of industrial sites in the area.

Loss of the hospital facility

- 8.9 In respect of the loss of the St Andrews hospital facility, it is noted that health services have been consolidated into Newham General Hospital as the St Andrews site has gradually fallen vacant. Moreover, the mixed use scheme incorporates a £4.65m healthcare facility, catering for up to 20,000 existing and future residents. This type of facility is much needed in the area. Furthermore, Tower Hamlets Primary Care Trust was consulted and raised no objection to the loss of St Andrews. They support the reprovision of the healthcare facility.

Community/recreation uses

- 8.10 The application includes a new 296sqm community/health in Block E and 501.8sqm recreation facility on the ground floor of future Block D, as indicated in the outline application.
- 8.11 In respect of the neighbour objection about the size and level of detail relating to the facilities, it should be noted that the operation, management and maintenance of these venues are not a planning consideration. The only basis on which a condition is recommended is to require a management plan is to ensure the operation does not impact on residential amenity of residents in terms of nuisance, noise and general disturbance.

Employment

- 8.12 Policy EMP1 'Encouraging New Employment Uses' of the adopted UDP 1998 promotes employment growth that meets the needs of local people. Whilst EMP 2 'Retaining Existing Employment Uses' opposes the loss of employment floorspace, it allows exceptions where quality buildings and a reasonable density of jobs will result.
- 8.13 The scheme proposes a reduction of employment floorspace of the hospital to 3,284.4sqm including commercial, community, health and leisure uses. Whilst a reduction in employment floor area is evident, it should be noted that, the hospital use has ceased and the site vacant. As such, the site attracts no jobs at present.
- 8.14 In consideration of Policies EMP1 and 2, the following jobs will be created by the proposal:
- 1660 construction jobs over the entire construction period for the outline application, of which (This includes 322 jobs are attributable to phase 1);
 - Up to 16 general practitioner jobs in the healthcare facility of phase 1; and
 - Up to 12 full-time jobs associated with the non-residential uses proposed by the outline scheme overall (This includes 3 jobs in retail use of phase 1)
- 8.15 Further, in respect of Policy EMP 2, the scheme is considered to create high quality buildings.
- 8.16 Therefore, the loss of floorspace is considered justified, pursuant to Policies EMP1 and EMP2 of the adopted UDP 1998, since it provides a reasonable level of jobs and high quality buildings.
- 8.17 The scheme is also consistent with EMP 6 'Employing Local People' of the adopted UDP 1998, and CP1 'Creating Sustainable Communities', and CP15 'Provision of a Range of Shops and Services' of the Interim Planning Guidance which amongst other things, seek to encourage a range of job opportunities, that are supportive of the local community and economy.

Density

- 8.18 Objections were received in respect of overdevelopment of the site and excessive density.

- 8.19 Policies 3A.3 'Maximising the Potential of Sites' of The London Plan, Policies CP20 'Sustainable Residential Density' and HSG1 'Determining Residential Density' of the LBTH Interim Planning Guidance (2007) promote maximising the intensity and efficient use of sites.
- 8.20 The site has a Public Transport Accessibility Level (PTAL) 5. The LBTH Policy team consider the site to be in an 'urban zone'. The density provisions are as follows:
- London Plan: 200-700 habitable rooms per Hectare (urban zone)
 - Interim Guidance: 450-700 habitable rooms per Hectare (urban)
- 8.21 The outline scheme is equivalent to 959 habitable rooms per hectare. Nevertheless, the scheme is considered appropriate and shows none of the characteristics that are typically associated with an overdevelopment such as:
- Loss of privacy and overlooking;
 - Increased sense of enclosure;
 - Loss of light;
 - Small room sizes;
 - Poor mix of units; and
 - Lack of amenity space.
- 8.22 Furthermore, planning obligations, including for the Bromley-by-Bow station upgrade, education and highway improvements, as well as public open space and PCT facility provision on site, help mitigate the impacts of the scheme.
- 8.23 This addresses the LBTH Policy team's advice that the scheme should demonstrate it can be accommodated on site without significant impact.
- 8.24 The scheme is also delivers the following regeneration benefits:
- The provision of a series of publicly accessible open spaces;
 - 50.1% affordable housing, a level which is unprecedented in any recent planning application considered by LBTH;
 - Provision of a £4,636,475 PCT facility;
 - Improved permeability and connectivity through the site which is further reinforced by section 106 planning contributions for upgrading of and links to the Bromley by Bow station (£3.5m) and local highway improvements (£250k);
 - A planning contribution to education facilities (£1,715,538);
 - A built form that addresses the street, contributes positively to establishing an urban grain for the site and area, improves connectivity, permeability and links; and
 - Energy efficiency, renewable and sustainability measures within the development to improve its sustainability and reduce its energy demand.
- 8.25 Maximising the efficient use of sites is further reinforced by Interim Planning Guidance Policy CP20 'Sustainable Residential Density' which states:

"The council will resist any proposed housing development that results in an inefficient use or under-development of a site."

- 8.26 Overall, the density is acceptable and accords with Policy 3A.3 of the London Plan (Consolidated 2008) and CP20 and HSG1 of the LBTH Interim Guidance which seek to maximise the development potential of sites in an efficient and sustainable way.

Housing

- 8.27 Objections were received in respect of the level of affordable housing as well as the impact of new private dwellings on the existing community.

8.28 The outline application proposes 964 residential (Class C3) units with the following mix:

Units <i>(Habitable rooms)</i>	Market Sale	Social Rent	Shared Ownership
Studios	97 <i>(97)</i>	0 <i>(0)</i>	0 <i>(0)</i>
1 Bedroom flat	165 <i>(330)</i>	39 <i>(78)</i>	96 <i>(192)</i>
2 Bedroom flat	153 <i>(459)</i>	64 <i>(192)</i>	61 <i>(183)</i>
3 bedroom flat	139 <i>(556)</i>	95 <i>(475)</i>	14 <i>(70)</i>
4 Bedroom flat	0 <i>(0)</i>	27 <i>(162)</i>	0 <i>(0)</i>
5 Bedroom flat	0 <i>(0)</i>	14 <i>(98)</i>	0 <i>(0)</i>
Total Units	554 <i>(1442)</i>	239 <i>(1005)</i>	171 <i>(445)</i>
Total Affordable Units		410	(1450)

Affordable Housing

- 8.29 Objections have also been received raising concern that affordable housing provision is not sufficient in the proposal. Also, the impact of additional market housing on the local community has been raised as a concern.
- 8.30 Based habitable rooms, Policy CP22 'Affordable Housing' of the LBTH IPG requires 35% affordable housing provision whilst the London Plan target is for 50%. The outline scheme provides 50.1% across the site. Therefore, the application exceeds the Council's requirements and accords with the London Plan.
- 8.31 Policy HSG10, 'Calculating Provision of Affordable Housing' requires that the disparity between habitable room (the primary indicator) and floorspace is only 5%. The outline application proposes 45.6% based on floor area and is therefore in accordance with the policy.
- 8.32 The affordable housing provision is further split into social rented and shared ownership tenures. A split of 80:20 is required pursuant to Policy HSG 4 'Loss of Housing' in the LBTH interim Planning Guidance, whilst The London Plan 2004 indicates a region wide requirement of 70:30 split, pursuant to Policy 3A.7 'Affordable Housing Targets'. Both the LBTH Interim Planning Guidance and London Plan allow this ratio to vary in instances where greater than 50% affordable housing is achieved. The outline scheme proposes a split of 69:31 which is acceptable given the scheme achieves 50.1% affordable housing.

Family Housing

- 8.33 CP21 'Dwelling Mix and Type' of the LBTH Interim Planning Guidance 2008 requires family housing in all tenures. The requirement of 30% family sized housing is based on the following requirement in each tenure:

- Social rent – 45%
- Intermediate - 25%
- Market - 25%

8.34 Additionally, Policy HSG 2 ‘Location of New Housing’ and Table DC.1 set out the appropriate mix of units in the social rent tenure.

8.35 The table below provides a comparison with policy and the family housing achieved across the borough.

Table: Family housing provision comparison

Tenure	% Policy	% Outline PA/08/1161	% Annual Monitoring 2006/7
Social-rented	45	57	17.5
Intermediate (Shared ownership)	25	8	2.5
Market	25	25	4
Total	30	30	7

8.36 The provision of family sized units is in line with policy aspirations and exceeds what was achieved across the borough as published in the LBTH Annual Monitoring Report 2006-7. Therefore, the scheme is a positive step towards LBTH achieving key housing targets and better catering for housing need.

Wheelchair Housing and Lifetime Homes

8.37 Policy HSG9 ‘Density of Family Housing’ of the Interim Planning Guidance requires housing to be designed to Lifetime Homes Standards and for 10% of housing to be wheelchair accessible or “*easily adaptable*”. All units will meet Lifetime Homes standards with 10% of these being wheel chair accessible. This requirement will be secured by an appropriately worded condition.

Code for Sustainable Homes

8.38 Pursuant to Policies DEV2 and DEV69 of the LBTH UDP 1998 and CP3, DEV5 and DEV6 of the LBTH IPG housing should meet a minimum sustainability target of Level 3. The scheme achieves Code Level 3 and has an aspiration to achieve Code Level 4. This requirement will be secured by an appropriately worded condition.

Internal Space Standards

8.39 Pursuant to the Residential Space SPG, all C3 units across in the outline scheme (Blocks A – E) achieve the minimum total floorspace standards.

8.40 Overall, the tenure, mix and quality of housing proposed are considered appropriate and high quality. It will contribute to borough housing targets, will cater for need and assist in achieving balanced and mixed communities in the area. It addresses the concerns raised by objectors of the amount of affordable housing being proposed and the possible effects

of private housing on the balance of the community.

Amenity Space

- 8.41 Objections have also been received in respect of the amount of open space and play space being provided by the scheme.
- 8.42 The London Plan (2008) defines ‘open space’ as “*all land in London that is predominantly undeveloped. This definition covers a broad range of types of open spaces within London, whether in public or private ownership and whether public access is unrestricted, limited or restricted*”.
- 8.43 ‘Open space’ is defined in the LBTH Interim Planning Guidance as “*...a broad range of open space types within the borough, whether in public or private ownership and whether public access is unrestricted, partially restricted or restricted. Open space includes , but is not limited to, green spaces such as...amenity space, children’s play areas, and hard surface spaces such as playgrounds, squares or piazzas.*”
- 8.44 ‘Amenity space’ which is considered with ‘open space’, is defined as “*an area within the cartilage of a residential development that is used for recreation, e.g. gardens or landscaped space. This includes both ‘private’ and ‘communal’ amenity space.*”
- 8.45 Whilst Policy CP30 of the LBTH Interim Planning Guidance seeks a standard of 1.2 hectares open space per 1000 population, the Leaside AAP, site designation L8 requires redevelopment of St Andrews to include a component of open space of 1Ha or as per the masterplan, whichever is the greater. The Bromley-by-Bow Masterplan does not specify the size although, it indicates the following qualitative requirements:

“A new public open space is required on the Community Spine enclosed by the new health centre, Marner School [to the south of the application site] and new residential development. Through its scale and design this park has the potential to help form the future identity of Bromley-by-Bow. As such, it should be designed to take high levels of football, through the use of high quality hard and soft landscaping and be inviting to all residents in the area. Children’s play facilities and plentiful seating and quality lighting should also be provided.”

- 8.46 The following tables set out the required private, communal and play space requirements of the LBTH UDP and IPG.

Table: Residential Space SPG 1998 requirements

Tenure	Proposed	SPG Requirement	Total (m ²)
Family Units	289	50sqm of private space per family unit	14,450
Non-family units	675	50sqm plus an additional 5sqm per 5 non-family units;	725
Child Bed spaces	318	3sq.m playspace per child bed space	954
Total			16,139

Table: Amenity Space per HSG7, LBTH Interim Planning Guidance

Units	Total	Minimum Standard (sqm)	Required Provision (sqm)
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Studio	98	6	588
1 Bed	285	6	1710
2 Bed	245	10	2450
3 Bed	225	10	2250
4 Bed	27	10	270
5 Bed	0	10	0
TOTAL	880		7268
Ground Floor Units			
Studio	1	25	25
1 Bed	15	25	375
2 Bed	31	25	775
3 Bed	23	50	1150
4 Bed	0	50	0
5 Bed	14	50	700
Total	84		3025
Grand Total 964			
Communal amenity	50sqm for the first 10 units, plus a further 5sqm for every additional 5 units		1004
Total Housing Amenity Space Requirement			11,297

- 8.47 The application proposes the following amenity space provision for the entire site is as follows:
- **2571sqm** of communal amenity space in form of courtyards comprising Block A (609sqm), Block B (976sqm) and Block C (986sqm);
 - **7058sqm** of public amenity space comprising of St Andrews Gardens (3377sqm), Reeves Park (2009sqm), Nelson's Walk between Blocks A and B (525sqm), Truman Walk between blocks B and C (539sqm), Block A health centre forecourt (375sqm), and Block E dental/community centre forecourt (233sqm);
 - **3544sqm** amenity space provision adjacent Devons Road, Devas Street as well as Blocks D and E;
 - Within these spaces is **1010sqm** of defined children's play space within the above totals, comprising of St Andrews Gardens (446sqm), Reeves Park (160sqm), Block A courtyard (68sqm), Block B courtyard (98sqm), Block C Courtyard (99sqm), Nelson's Walk (60sqm), Truman Walk (79sqm).
- 8.48 The total amenity space provision is **13,173sqm (1.3Ha)**. In addition, future applications for development zones (blocks) B to E will be required to provide private amenity space for each flat. This will be controlled by a planning condition.
- 8.49 The total public open space provision, whilst being less than the UDP requirement, exceeds the amount required by the Leaside Area Action Plan and Interim Planning Guidance. It should also be noted that the detailed design of the spaces, including St Andrews Park and Reeves Square, address the qualitative criteria of the Bromley-by-Bow Masterplan. The detailed design will be secured by a planning condition. It is noted that the private open space shown for Block A, as well as the future scheme in the case of blocks B – E, will mean the total amenity space provided also exceeds the adopted UDP requirement. It is therefore considered acceptable as it meets the needs of future occupiers.

Design and Access

- 8.50 Pursuant to The London Plan (Consolidated 2008), Policy 4B.1 'Design Principles for a Compact City' requires schemes, amongst other criteria, to create/enhance the public realm, respect local context/character and be attractive to look at. Policy 4B.9 'Tall Buildings – Location' outlines related Plan policies and considerations for the siting of tall buildings which includes tall buildings as a "catalyst" for regeneration. Policy 4B.10 'Large-Scale Buildings – Design and Impact' provides further guidance on design considerations including context, attractiveness and quality. CABE and English Heritage Guidance on tall buildings as previously discussed in section 6, also informs the consideration of tall buildings.
- 8.51 In consideration of the LBTH UDP 1998, Policy DEV1 'Design Requirements' indicates development should be sensitive to the area and the capabilities of the site. Consideration of street frontages, as well as providing for safety and security should also be considered. Within the Interim Planning Guidance Policy CP4 'Good Design' states that buildings and spaces should be high quality, attractive, safe and well integrated. Policy CP48 'Tall Buildings' confirms that tall buildings can be considered anywhere when accompanied by the appropriate justification. They should contribute to a high quality, attractive environment, respond to context and contribute to vitality. These considerations amongst other matters also form part of the criteria of Policy Dev27 Tall Buildings Assessment of the LBTH Interim Planning Guidance.
- 8.52 Objections have been raised in respect of the towers in terms of their height and visual impact, impact on the Three Mills Conservation Area and waterway.
- 8.53 The 27 storey element (Block D), located adjacent to Bromley-by-Bow Station and A12, is considered well located and poses no amenity problems to neighbours. An appropriately worded condition for the detailed design of its external appearance, including materials, will secure a high quality, attractive scheme. This will enhance the area, as well as preserves the setting of the Three Mills Conservation Area to the north east, it being noted that the conservation area is considerably separated from the St Andrews site by the A12 as well as intervening development.
- 8.54 No significant impact is identified to long views which detailed in the Environmental Statement. Similarly, no significant impact is identified to the Blue Ribbon Network (Thames Waterway network) noting that the scheme is significantly separated from the waterside environment by intervening development. The tall building element is therefore considered to appropriately address the Mayors and LBTH policy and CABE/EH Guidance on Tall Buildings.
- 8.55 The 18 storey element (Block E) in the outline scheme is considered to be appropriately located against the London Underground track to the north and allotment gardens to the east. Although, the scheme will be visually prominent in bulk, size and scale terms, there are no listed building buildings in proximity and the site is not within or adjacent to a conservation area. Furthermore, there are no significant amenity impacts to neighbours to warrant a refusal of this scheme. A high quality and attractive scheme that will positively contribute to the street scene subject to a condition to ensure its satisfactory appearance and materials. This tall building element is considered to appropriately address the Mayors, LBTH and CABE/EH guidance on tall buildings.
- 8.56 Objections have also been receiving raising concern about the design quality and visual impact of the scheme. Others have argued that the scheme needs a high quality design to replace the attractive hospital buildings.
- 8.57 The illustrative material in the outline application proposes buildings that have a pleasing appearance and high quality finish. They will contribute positively to the varied architectural character and form of the area. The development will act as a potential catalyst for

regeneration envisaged in the Bromley-by-Bow Masterplan.

- 8.58 Objections were raised to the scheme's impact on the character of Devas Street, and its bulk and height relationships.
- 8.59 The building line of the perimeter Blocks A, B, and C are considered to be successful in addressing the street frontages of Devas Street and Devon's Road. The scheme also creates a series of publicly accessible streets on site. This will help establish the evolving residential character of the area, thereby contributing to a sense of place and identity for the area.
- 8.60 The streets and open spaces proposed will improve the permeability of the site and its linkages to the surrounding area. This benefit will be realised by existing residents of the surrounding area, as well as the future occupiers.
- 8.61 The series of high-quality and varied public open spaces and communal courtyards offer a range of spaces to cater for the passive, recreational and play needs of future users.
- 8.62 Active ground floor uses across the site plus residential C3 dwellings will enliven street frontages by contributing to round-the-clock activity. This positively enhances the safety and security of users and minimises any potential crime opportunities.
- 8.63 The creation of wider footpaths on Devon's Road and Devas Street will provide the following benefits:
- Improved visual amenity of the street scene in terms of openness;
 - Any possible negative effect posed by the differences in the bulk/height/scale of Block A, when compared with the dwellings on the western side of Devon's Road, will be minimised by the building separation achieved;
 - Improved pedestrian infrastructure; and
 - Cater for increased pedestrian flows anticipated with the scheme as a consequence of the improved connectivity to the Bromley-by-Bow Station.
- 8.64 The scheme successfully provides for the access and servicing needs of the development including refuse storage and collection, bicycle storage and parking for people with a disability and car club parking. The location of facilities and the level of provision are acceptable to the LBTH Highways, Strategic Transport and Waste teams. It is further considered that the intensity of development can be accommodated without a significant impact on the local road system, The site benefits from a Public Transport Accessibility Level (PTAL) 5.
- 8.65 Energy efficient and renewable measures have been incorporated into the scheme including green roofs, Combined Heat and Power (CHP) system and bio-fuel boilers. This means the proposal achieves the required carbon reduction percentage, as well as the percentage of energy to be generated by renewable means.
- 8.66 For the above reasons, the design is considered to be a thoughtful, high quality and a successful approach to redevelopment. The scheme has been extensively reviewed and influenced by officers as well as the Metropolitan Police Crime Prevention Officer and found to be acceptable. Specific attention has been paid to the amenity for neighbours and future occupiers as discussed in the next section. In addition, treatment of the public spaces and connectivity has been improved. As such, the scheme is supported as being a high quality and a successful design solution.

Amenity

Future Occupiers and Users

- 8.67 The consideration of amenity for future occupiers is identified in Policies 4B.1 'Design Principles for a Compact City', 4B.5 'Creating an Inclusive Environment', 4A.3 'Sustainable Design and Construction', 4B.10 'Large-scale Buildings – Design and Construction' of The London Plan (Consolidated 2008), Policy ST23 Housing of the adopted Unitary Development Plan 1998 and Policy CP1 'Creating Sustainable Communities' of the Interim Planning Guidance as well as PPS1 and PPS3.
- 8.68 The level of amenity achieved for future occupiers of the development is considered acceptable for the following reasons:
- Floorspace schedules for residential flats in Blocks A – E achieve the minimum total floorspace standards in accordance with the LBTH Supplementary Guidance for Residential Space Standards. An appropriately worded condition will further ensure the detailed applications for blocks come forward with habitable rooms meeting the minimum floorspace criteria;
 - An appropriately worded condition will ensure the detailed applications for blocks come forward with private amenity space for all dwellings;
 - The LBTH Highways and Waste teams are satisfied that suitable access to and management of waste and recycling facilities has been made. The final details of the management of facilities will be secured by condition;
 - Car parking provision is in line with LBTH policy. Of the 151 spaces being provided, a minimum of 10% will be parking for people with a disability, to distributed across the site at readily convenient locations;
 - Car club parking spaces to serve the entire development will be located in the basement parking area under Block D. The provision will be secured as part of the s106 legal agreement;
 - Having regard for the Building Research Establishment (BRE) guidance, an appropriately worded condition will require full details of the full BRE assessment to be submitted as part of future applications for the blocks;
 - No significant privacy/overlooking impacts will be experienced through the development. Courtyard dimensions of blocks A, B and C achieve at least 18m window to window separation;
 - In instances where 18m separation is not achieved between blocks, generally at the northern and southern ends of Blocks A, B, and C, off-set windows in the future detailed design will acceptably address any potential privacy overlooking impact;
 - Ground floor private amenity spaces will be separated from public and communal spaces through a combination of hard and soft landscaping. The detailed design of these relationships is controlled through a condition requiring full particulars of landscaping;
 - No significant microclimate effects will be experienced on site. Public areas will achieve sufficient levels of comfort levels for their intended use. The Council's Environmental Health team recommend an appropriately worded condition to secure the mitigation measures recommended in the Environmental Statement. The measures required are screening and landscaping for the western entrance of block E, a canopy and screening for the southern façade and walkway of Block D, as well as screening and higher parapets for the roof terrace of Block E;
 - Any air quality impact posed by the surrounding area will be tolerable, subject to an appropriately worded condition for further sampling and subsequent installation of mitigation measures;
 - Noise and vibration impacts have been assessed. No significant impact is posed by either the railway track to the north. An appropriately worded condition is recommended for the inclusion for full details of the noise mitigation measures to address road noise, particularly from the A12;
 - There are no other impacts identified to future occupiers of the development. In respect of the future community and leisure facilities, an appropriately worded condition is recommended requiring a management plan to be agreed with LBTH prior to occupation. This will safeguard the amenity of residents from any

unreasonable nuisance and disturbance associated with the operation of these facilities.

Neighbour Impacts

- 8.69 The consideration of impacts to neighbours are addressed in policies 4B.10 of the Mayor's London Plan (consolidated 2008), DEV1 of the LBTH Interim Planning Guidance, and DEV2 of the LBTH Unitary Development Plan 1998. Objections were received raising concern for loss of light, privacy, and outlook.
- 8.70 The scheme is considered acceptable for the following reasons:
- There is no significant overshadowing and loss of light to adjacent properties other than two ground floor bedroom windows in Stanstead House to the south east along Devas Street. Also, one ground floor living room window at 144 Devons Road to the west of the site. The assessment has considered the Average Daylight Factor (ADF) test within the Building Research Establishment (BRE) good practice guide, 'Site Layout Planning for Daylight and Sunlight'. The two bedroom windows of Stanstead House achieve an ADF of 0.89% and the pass rate for bedrooms is 1%; and 1 living room window of 144 achieves an ADF of 0.8% and the pass rate for living rooms is 1.5%. The Environmental Health team have extensively scrutinized this aspect of the scheme and consider a this impacts not to be a reason for refusal. Furthermore, on balance, the benefits of the scheme are considered outweigh this issue;
 - There is no significant noise or general disturbance impacts to warrant refusal. Impacts during the construction phase will be mitigated by a condition requiring a Construction Management Plan. In the operational phase, the intended uses are compatible with the area and not considered to pose concern. It should be noted that a condition will require a management plan for the community and leisure facilities, further ensuring no impact upon the amenity of the area;
 - In respect of privacy/overlooking impacts, window-to-window separation of at least 18m is achieved to all neighbouring properties other than 16m to 144 Devon's Road. This relationship is not considered to pose a significant concern given that it is a relationship across a public street. Furthermore, the variable building setback of Block A means the 16m separation is only at a single pinch point at the northern end of the façade;
 - Whilst the scheme will pose some impact to outlook, it should be noted that the St Andrews hospital buildings would have limited the outlook of neighbours to some extent. Along Devon's Road for example, the 'existing' drawings indicate the hospital comprised of buildings of between 3-5 storeys. The additional scale and height of the proposed is considered positive, given the high quality design proposed;
 - No significant air quality impacts are posed. It is noted that a condition requiring a construction management plan will deal with air quality impacts at the construction phase. At the operational phase, the development including traffic generation will not contribute any significant effect upon air quality. An appropriate condition is recommended for full particulars of the emissions of the bio-mass boiler at the detailed design stage;
 - No significant traffic impacts posed to the local road system in the opinion of the LBTH Highways Team. They consider that the local road system is capable of accommodating the additional increase traffic generated;
 - To address potential parking impact in the local streets, future occupiers will be exempted from applying for parking permits. This restriction will be secured through the s106 planning obligations;
 - In respect of pedestrian impacts and safety, the building setbacks facilitate increased pavement widths in Devas Street and Devon's Road which will accommodate additional pedestrian activity. Also, s106 contributions for local highway improvements will benefit pedestrians in this area;
 - The associated benefits of the scheme in respect of improved connectivity,

permeability, open space provision, upgrade to the Bromley-by-Bow station, and introduction of a healthcare facility will be of a positive benefit to local residents.

8.71 Therefore, amenity for future occupiers and neighbours has been adequately addressed. On balance, the scheme is considered acceptable in this regard.

Transport

8.72 Transport provision and impact is considered in PPG13 'Transport' as well as Policies 2A.1 'Sustainability Criteria', 3A.7 'Large Residential Developments', 3C.1 'Integrating Transport and Development' of The London Plan (Consolidated 2008), Policies ST25, ST28, ST30, of the adopted UDP 1998 and Policies CP1 'Creating Sustainable Communities, CP41 'Integrating Development with Transport' CP43 'Better Public Transport', DEV16 'Walking and Cycling Routes and Facilities' of the LBTH Interim Planning Guidance 2007.

8.73 Objections have been received in respect of impact to the capacity of Bromley-by-Bow Station, traffic congestion, parking stress, congestion on pedestrian pavements, and the need to invest in transport infrastructure.

8.74 The Highways team have considered the outline and detailed applications and consider them to be acceptable for the following reasons:

- The level of car parking (151 spaces) is substantially lower than the 0.5 maximum threshold of the LBTH Interim Planning guidance;
- 10% of the spaces will be for people with a disability;
- The site access from Devon's Road is acceptable having regard to the Highways Safety Audit submitted in support of the scheme;
- Adequate pedestrian visibility splays are achieved on either side of the vehicular access on Devon's Road;
- The refuse storage and servicing arrangements are considered acceptable. The turning arrangement enables vehicles to leave the site in a forward direction and is considered acceptable, posing no significant safety impact given the low frequency of this occurring;
- The general servicing arrangements from the site have been considered in a draft plan and are acceptable;
- In respect of pedestrian movement, the scheme will improve connectivity to Bromley-by-Bow Station
- Trip generation and junction capacity has been modelled to consider the impacts of the scheme on the local road system. It is considered that the local highway system is able to accommodate the increased traffic generation and queue lengths without significant detriment to traffic movements;
- In respect of demand for buses and Docklands Light Rail (DLR) services, it is considered that both have sufficient capacity to accommodate the proposed increase in passenger trips during peak hour;
- In respect of demand for London Underground services from Bromley-by-Bow station, there is capacity to accommodate the peak hour demand posed by the scheme. However, the cumulative effect of all the anticipated development in the Bromley-by-Bow masterplan area is justification for each development to contribute towards the upgrade of the station;
- The applications are supported by a green travel plan which encourages sustainable transport modes;
- The variety, location, quantity, appearance and security of the bicycle storage in the detailed application is acceptable and will be conditioned in the outline application;

8.75 The Highways team also recommend a s278 agreement for highway improvements.

8.76 Overall, the scheme adequately caters for the transport access and infrastructure

requirements for future users. No significant impacts are posed to the local highway network in terms of safety, traffic generation, and parking stress. Therefore the scheme is acceptable and recommended for support in this regard.

Environmental Statement

- 8.77 The application was supported by an Environmental Statement (ES) which considered matters including:
- accessibility,
 - sustainability,
 - site prep and construction,
 - traffic and transportation,
 - Socio-economics,
 - archaeology and built heritage
 - microclimate,
 - daylight/sunlight/overshadowing/light spillage/solar glare,
 - ground conditions,
 - water resources/drainage/flood risk,
 - Air quality,
 - noise/vibration,
 - electronic interference,
 - Aviation,
 - ecology,
 - townscape and visual impact,
 - cumulative impact,
 - residual impacts
- 8.78 A Regulation 19 request for further information was made in respect of chapters 8 Socio-economics, 11 Daylight, 12 Archaeology, 19 Ecology, 20 Cumulative and Volume 2 Summary. The additional information provided was placed on renotification.
- 8.79 Overall, ES and the Regulation 19 information were considered satisfactory and sufficient to assess the application. The scheme is acceptable, there being no significant impacts identified to warrant refusal.

Planning contributions

Background

- 8.80 Circular 05/2005 outlines, among other things, the broad principles of Planning Obligations. Obligations can take the form of private agreements or unilateral undertakings given by a developer and are '*intended to make acceptable development which would otherwise be unacceptable in planning terms*'.
- 8.81 Planning obligations can be used in the following three ways: -
- (i) They may be used to *prescribe* the nature of the development to ensure it is suitable on planning grounds. For example by requiring a given proportion of housing is affordable;
 - (ii) Secondly they may require a contribution to *compensate* against loss or damage that will result from a development. For example loss of open space;
 - (iii) Thirdly obligations may be used to *mitigate* against the impact of a development. For example through increased public transport provision.
- 8.82 Planning Obligations should only be sought where they are found to meet the 5 key tests of the Secretary of States policy. The tests should be considered in conjunction with the

guidance contained within the circular and can be summarised as follows: -

- (i) Relevant to planning;
- (ii) Necessary to make the proposed development acceptable in planning terms;
- (iii) Directly related to the proposed development;
- (iv) Fairly and reasonably related in scale and kind to the proposed development;
and
- (v) Reasonable in all other respects.

- 8.83 Circumstances may arise where it is not feasible for a development scheme to be both economically viable and compliant with all local, regional and national planning policy requirements. Guidance within the circular states that in such cases, "*where the development is needed to meet the aims of the development plan, it is for the local authority and other public sector agencies to decide what the balance of contributions should be*".
- 8.84 Similarly the circular states that decisions on the amount of contributions "*should be based [on] negotiation with developers over the level of contribution that can be demonstrated as reasonable to be made whilst still allowing development to take place*".
- 8.85 Policy DEV4 of the adopted UDP and Policy IMP1 of the Interim Planning Guidance clearly indicate that the Council will seek to enter into planning obligations with developers where appropriate and where necessary for a development to proceed.
- 8.86 Planning contributions have been subject to extensive discussions between the applicant, agent, the Council and other external authorities, in particular TFL. It was noted that the scheme also delivers a package of benefits *in-kind* including affordable housing, a PCT facility, open space, community/leisure facilities. The issue of viability of securing further contributions was raised. The importance of the priorities for available contributions was also subject to extensive consideration. There is agreement with all parties that the priorities are the upgrade to the Bromley-by-Bow station, connectivity, health and education.
- 8.87 Further consideration was given by the Planning Contributions Overview Panel (PCOP) at its meeting of 08 May 2008.

Scoping and consideration

- 8.88 In respect of affordable housing, the scheme provides 50% affordable housing by habitable room. Of this, 69% of the affordable housing will be social rented and 31% intermediate.
- 8.89 In respect of public transport and contributions towards the underground, DLR and buses, It should be noted that the comments below are based on Transport for London's (TFL's) response on the draft Transport Assessment.

Bromley-by-Bow Station

- 8.90 As an interim measure, TFL have estimated that the cost of station redevelopment to be £17.5m, based on a similar station redevelopment at Hounslow East. Accordingly TFL expects the St Andrews development to contribute **£3.5 million** to be pooled with other developments coming forward in the Bromley-by-Bow area. The proposals when taken with other planned development within the walking catchment of Bromley by Bow underground station will place considerable additional demand on the capacity and circulation space within the station.

Highways

- 8.91 The LBTH Highways team have requested a total contribution of **£250,000** for local improvements to access and connectivity, comprising:
- £50k for improved pedestrian crossing facilities;
 - £169k for pavement reconstructions along Devon's Road and Devas Street;
 - £8k for traffic management; and
 - £23k for street lighting

Education

- 8.92 The Council's Head of Education Development has requested a contribution of **£1,715,538** for primary school places. This is based on the development generating a total of 139 additional primary school places at £12,342 per place.

Health

- 8.93 The development proposal is providing a new PCT facility which is worth an estimated £4.65m in investment and will serve a population of up to 20,000 people. In addition, the Tower Hamlets PCT originally also requested a HUDU contribution during the course of pre-application discussions. This comprised two parts: a capital contribution of £1,328,806 and a revenue contribution of £4,636,475. However, following discussions between Barratt Homes and the PCT, the PCT withdrew its request for a HUDU contribution on the basis that the scheme would deliver the in-kind contribution of the facility.

Other heads

- 8.94 A 'Car Free' agreement is recommended to restrict the occupants from applying for residents parking permits in the area.
- 8.95 Further heads of terms include publicly accessible open spaces and walkways, transport assessment, TV reception monitoring and impact mitigation, employment/training initiatives.
- 8.96 A public art opportunity in Reeves Park has been developed through the landscape plan. It will therefore be secured by a planning condition.

Financial Viability

- 8.97 An affordable housing toolkit was submitted in support of the application to set out the viability issues in seeking to secure contributions. In addition, applicant agreed to an independent open book appraisal by GVA Grimley.
- 8.98 The applicant initially identified that the development could contribute up to £3.7m for S106 mitigation measures based on the affordable housing toolkit. This equates to approximately £4,000 per residential unit and is in addition to the benefits provided in kind as part of the development i.e. New PCT Facility, 50% affordable housing provision, open space and improvements to access / linkages through the site.

Recommendation

- 8.99 Having regard to the priorities, viability and the initial offer it was resolved to seek full contributions for Bromley-by-Bow station/connectivity, education and local highways improvements.
- 8.100 The **£5,465,538** total contribution requested is significantly in excess of the initial offer. This represents a contribution of approximately **£5,669.65** per residential unit. Taking into account the contributions *in-kind* on the site would recognise the level of investment in the development is even greater, it being noted that the PCT alone is worth an estimated

£4,636,475.

- 8.101 Overall, the contributions package is considered to be acceptable, in line with the guidance of the Circular and will mitigate the impacts of the development.

Other

Community consultation

- 8.102 Objections were received about consultation and that resident's views were not considered.
- 8.103 In addition to the formal notification of the application by LBTH (see section 7) the applicant's separately undertook public consultation. This is set out in the Statement of Community Involvement. The consultation was undertaken in June, July, August and September 2007. This consisted of:
- A launch event in June 2007
 - A local stakeholder contact program
 - Website with reference to a telephone hotline and email address form seeking further advice
 - Press release
 - Workshops/exhibitions in July 2007
 - Representation at the 'Unity' community festival in July 2007
 - Feedback on the first phase of the engagement and consultation
 - Public workshops and exhibitions in December 2007
 - Meetings in November and December 2007 with local stakeholders
 - A newsletter was issued 1 February 2008-09-15
 - Art workshops with local schools were organised
- 8.104 The community feedback is summarised in the Statement of Community involvement and was in respect of topics including: existing building; principle of development and housing need; accessibility; education; community amenities; employment schemes; retail provision; open space provision; safety and security; transport and parking; the A12. The document sets out the changes made to the scheme taking on board the comments and suggestions made.
- 8.105 A further consultation event was held June 2008 and associated newsletter produced.
- 8.106 Consequently, there is sufficient evidence indicating that the public has been engaged and their views considered in the development of the scheme.

Phasing

- 8.107 As part of the consideration of the outline scheme, an appropriately worded condition is recommended for a phasing plan to be agreed.

Impact on local resources

- 8.108 Objections were received in respect of the strain on local resources with particular mention of schools, doctors, public transport and utilities. The impact is considered to be appropriately mitigated for the following reasons:
- The full education contribution is secured to mitigate the effect of the increase in population;
 - In respect of healthcare, the scheme provides a primary care trust facilities, predicted to employ up to 16 general practitioners, servicing up to 20k people;
 - In respect of transport, the scheme was given extensive consideration by the Highways team as discussed under Transport. Public transport in the area can

accommodate the increase demand posed by the scheme and impacts upon the local road system are tolerable. Also, the full planning contributions for the upgrade to the Bromley-by-Bow station upgrade and connectivity, as well as local highways improvements are secured to mitigate the impact of the scheme;

- In respect of utilities, it is the responsibility of the developer to ensure sufficient supply and connection to necessary infrastructure. Notwithstanding, the scheme was referred to Thames Water and National Grid for consideration. An appropriately worded condition is recommended specifically relating to water supply infrastructure. This will ensure that future occupiers have access to the necessary infrastructure without impact to the surrounding area.

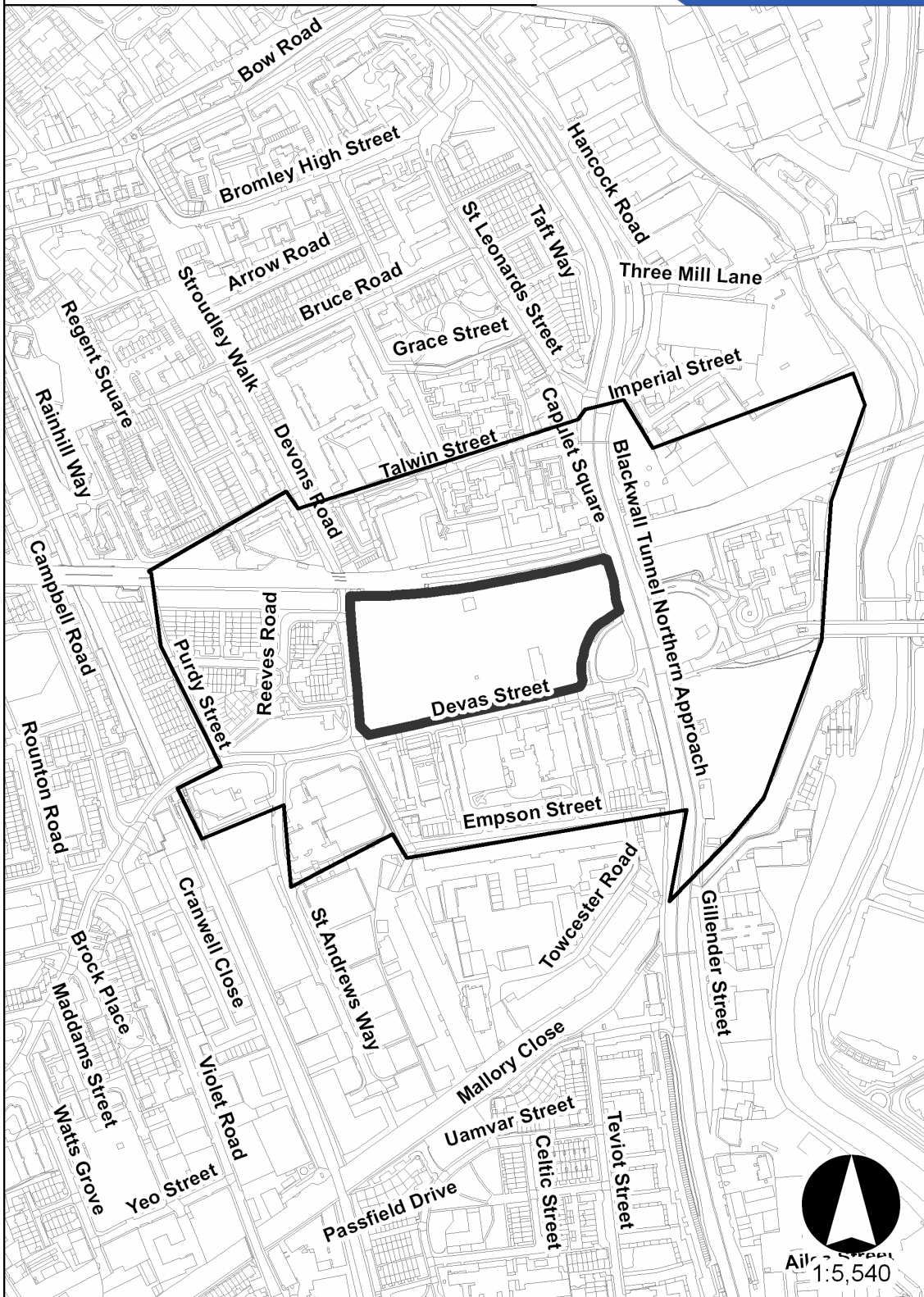
Other

- 8.109 In respect of an objection on grounds of terrorism, the scheme has been considered by the Metropolitan Police. No threat or risk in this respect has been identified. No evidence as been submitted specifying any probable threat of terrorism for this scheme. Furthermore, safety and security is maximised by the scheme's design as previously discussed. In addition, this issue is considered to be balanced by the positive regeneration benefits of this scheme.
- 8.110 Objections have also been received raised concern about the impact on television and phone reception. In respect of television reception, the s106 planning agreement requires the developer to undertake testing and mitigation as required ensuring that reception will not unacceptably diminish. It should be noted that fixed line and mobile phone reception is not affected.

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.

Planning Application
Site Map



Planning Application Site Boundary



Consultation Area



Land Parcel Address

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