

**PLANNING COMMITTEE MEETING: 26 January 2011**

**PLANNING APPLICATION FOR DETERMINATION BY THE LTGDC  
REPORT OF THE DIRECTOR OF PLANNING**

<b>UDC CASE NUMBER:</b>	LTGDC-10-158-FUL	<b>DATE MADE VALID:</b>	19/10/2010
<b>APPLICATION NUMBER:</b>	10/02281/LTGDC	<b>TARGET DATE:</b>	27/01/2011

<b>APPLICANT:</b>	Mr Neil Smith on behalf of The London Organising Committee of the Olympic Games and Paralympic Games Ltd.
<b>AGENT:</b>	Savills
<b>PROPOSAL:</b>	Erection of temporary structures including access areas, operational compounds and a secure perimeter fence for the purposes of facilitating and operating a temporary athletes bus depot at West Ham to support the London 2012 Olympic Games and Paralympic Games.
<b>LOCATION:</b>	Royal Mail Parcel Force, Stephenson Street, Canning Town, E16

**1. SUMMARY**

- 1.1 This report considers an application by the London Organising Committee of the Olympic Games and Paralympic Games (LOCOG) for a time limited change of use and new building works on an LDA owned site in the London Borough of Newham as stated in the 'PROPOSAL' section above.
- 1.2 Officers have considered the planning application with regard to the provisions of the development plan (The London Plan and the London Borough of Newham Unitary Development Plan), so far as material to the application, and to other material considerations including representations received and recommend that planning permission is granted subject to conditions as listed at section 12 of this report.
- 1.3 The application is technically referable to the Mayor of London under Category 2C (3) of the Schedule to the Mayor of London Order 2008. However, the GLA has advised that the proposal does not raise any strategic planning issues, given its temporary nature and location. Therefore, under article 5(2) of the Order the Mayor of London does not need to be consulted further on this application. The Corporation may, therefore, proceed to determine the application without further reference to the GLA.

## **2. CONTEXT**

- 2.1 On 6<sup>th</sup> July 2005 the International Olympic Committee (IOC) awarded the 2012 Olympic Games and Paralympic Games (“2012 Games”) to London. The Olympic Delivery Authority (ODA) is the public body responsible for developing and building the new venues and infrastructure for the 2012 Games and LOCOG (“the applicant”) is responsible for preparing and staging the Games, including the temporary venues and overlay.
- 2.2 The subject site was selected in 2010 following a search for potential sites as a Temporary Athletes Bus Depot for the Games. The site was approved and endorsed by LOCOG, as being technically compliant for its proposed use. The site was selected for a number of reasons including:
- the fact that the site offers a large free area;
  - to adapt a currently vacant area of land which has been previously used as a bus depot as part of a sustainable London Games; and
  - to create a compact Games by locating the supporting facilities in close proximity to the Olympic Village and other sports venues.
- 2.3 The Olympic Games will take place over 16 days from 28 July to 12 August 2012.
- 2.4 The Paralympic Games will take place over 11 days and will open 17 days after the Olympic Games close. The Opening Ceremony will take place on 29 August, with the Closing Ceremony on 9 September 2012.

## **3. SITE AND PROPOSAL**

- 3.1 Description of Site & Surroundings
- 3.2 The application site is located in the northern part of the larger former West Ham Parcellforce site, London E16, covering an area of 8.35 hectares, which falls within LTGDC’s Lower Lea Valley planning functions area.
- 3.3 The Parcellforce site originally covered 14.9 hectares, but the southern part has been developed to accommodate a TfL bus depot, which was granted planning permission by LTGDC in May 2008.
- 3.4 The site is bounded to the north by the Hammersmith and City and District Underground lines and to the east by the Jubilee Underground line and Manor Road with an area of residential property to the east of Manor Road. The gas holders at Twelve Trees Crescent stand to the west. Four residential cottages stand some 30m from the north western boundary of the site. The next closest residential properties are to the east of the site and on the eastern side of the railways lines and Manor Road, at some 80m distance from the site.

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- 3.5 The Railside Land Site of Importance for Nature Conservation (SINC) lies immediately parallel to the Hammersmith and City and District Underground lines, directly abutting the northern boundary of the application site.
- 3.6 A principal employment area (emp1) lies to the immediate southwest of the site. It comprises of West Ham Bus Garage and businesses on both North Crescent and South Crescent, collectively known as the Cody Road Estate. To the west of that is Prologis Park on Twelvetrees Crescent, which is a designated Major Opportunity Zone (MOZ5). To the south, Electra Business Park off Stephenson Street falls within another Major Opportunity Zone (MOZ6).
- 3.7 The application site is located southwest of West Ham station, which has been identified as one of three 'Olympic Gateway Stations'. The Jubilee, Hammersmith and City, and District Underground lines, and the Overground Fenchurch Street-Southend c2c line all serve West Ham station. DLRL have taken over operation of the former North London Line between Canning Town and Stratford International station, with works near to completion on a new station at the corner of Star Lane close to Cody Road, to the south of the Parcelforce Site.
- 3.8 Vehicular and pedestrian access and egress is in the southwestern corner of the site from Stephenson Street (B164) via Manor Road (A1011).
- 3.9 Proposal
- 3.10 The proposal involves the temporary use of the site as an Athletes' Bus Depot to accommodate 460 buses with additional supplementary facilities required to operate the buses and accommodate the drivers. The site will be managed and operated by approximately 50 on site staff and up to 1200 drivers. Buses will be stored on the site overnight. Some of the facilities are existing and some will be new.
- 3.11 The buses will transport athletes to and from events and training facilities around the country during the 2012 Games.
- 3.12 All the proposed accommodation is to be housed in temporary buildings and will be removed after the 2012 Games. The structures will be sited to respond to the existing building layout and conditions.
- 3.13 The new development area will consist of the following, which are to be arranged around the existing buildings on the site:
- Parking for 460 buses;
  - 60 staff parking spaces (including 3 accessible parking facilities);
  - 28 additional over-flow parking spaces (including 2 accessible parking facilities);
  - Cycle parking provision for 10 cycles;
  - 16 vehicle and personnel security access control points;
  - Vehicle screening areas;
  - Waste collection area;
  - Catering cabin;
  - Operational compound; lounge, wcs, dispatch and management offices;

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- Two staff accommodation buildings;
- Bus wash facility (to discharge into existing bus wash drainage system);
- External generator and bus refuelling area ((above ground tanks) bunded in accordance with EA guidelines);
- Vehicle maintenance area; and
- Additional facilities including utilities, lighting, cabling and fencing around the site as required.

3.14 Total site area is approximately 83,451m<sup>2</sup> (8.35ha)

3.15 Temporary new buildings area total 4,226m<sup>2</sup>.

3.16 The facilities will be split into two zones:

- a. A dirty (non secure) area outside the main Entrance area with some approach parking lay-bys etc. and employee / bus drivers parking; and
- b. A clean (secure) parking and support facilities area inside the secure perimeter.

3.17 The site already has a significant boundary fence / wall around most of its perimeter. To complete the venue's secure perimeter, 2.7m high fences are proposed to be erected to join the existing fences. These fences will feature CCTV cameras and low level lighting (3-5 Lux). The fence will continue around the facility punctuated at the pedestrian and vehicle entry points. The site falls within the highest security tier of the 2012 Games and will be monitored 24 hours a day. A typical fence drawing can be found at Appendix 5.

3.18 The application has been submitted together with the following supporting documents and drawings dated October 2010:

- Planning Statement;
- Air Quality Assessment;
- Transport Statement;
- Sustainability Statement;
- Ecology Desk Top Study;
- Design and Access Statement (Appendices include; statements on drainage, ground conditions and contamination, noise and lighting, and outline the legislative and policy context to Accessibility including a draft travel plan);
- Drawings:
  - BDA-SP-00-008 (Existing Site Plan)
  - BDA-SP-00-009 (Proposed Site Plan Extent of Application)
  - BDA-SP-00-010 (Proposed Site Plan – Detail of vehicle service areas)
  - BDA-SP-00-011 (Proposed Site Plan – Detail plan of vehicle entry areas and staff facilities)
  - BDA-DE-00-921 (Perimeter Fencing Elevations and Details)

3.19 The drawings listed above are appended to this report at Appendices 1 to 5.

3.20 It is envisaged that works to set up the facility will begin in November 2011 and be operational from 1<sup>st</sup> April 2012 for Driver Training and Test Events. Full operations will commence mid July 2012 when the buses will arrive on site and will be in full use until mid September 2012 following which the demobilisation of

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the site will commence. The temporary overlay installations will be removed at the end of the Olympic and Paralympic Games (September 2012).

#### **4. MAIN ISSUES**

4.1 The main planning issues for consideration in relation to this application are:

- Health & Safety
- Principle of development
- Design
- Amenity
- Accessibility
- Transportation
- Sustainability
- Regeneration
- Financial Considerations
- Equalities
- Human Rights Act 1998

#### **5. RELEVANT SITE HISTORY**

5.1 The application site is currently disused. It previously (since the 1970s) formed part of a large postal distribution depot operated by Royal Mail locally known as the 'Parcelforce Site'. Part of the subject site (1.4 ha south-western portion) was used for bus washing, bus parking and fuelling on a temporary basis during the construction phase of the adjacent 2.92 ha TfL bus depot. That use has now ceased.

5.2 Investigation of recent planning history only relates to the adjacent site which is now occupied by the new TfL West Ham Bus Garage, as follows:

06/01760/FUL – Planning permission granted Dec 2006 for the erection of a telecommunication mast measuring 19.9m with 3 antennas and 2 0-6 transmission dishes and 6 equipment cabinets. (located at the sothern part of the Bus Depot site near to North Crescent).

07/00257/LTGDC – Full planning permission granted May 2008 for the construction of a bus garage, two storey office building (Class B1(a)), associated facilities (including wind turbine of 35m to hub with a 21m propellor), hardstanding and landscaping together with the provision and use of a temporary hardstanding for vehicle parking and associated temporary facilities.

09/01634/ADV – Advertisement consent granted December 2009 for the display of two internally illuminated Transport for London Roundels and internally illuminated lettering.

5.3 There is no enforcement history for the site.

#### **6. APPLICATION PUBLICITY**

6.1 Site Notice Expiry: 29/11/2010

6.2 Press Notice Expiry: 23/11/2010

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6.3 Neighbour Consultation Expiry: 19/11/2010

## 7. CONSULTATION / RESPONSES FROM STATUTORY CONSULTEES

- 7.1 Crossrail Limited Email dated 24 November 2010. Crossrail Limited do not wish to make any comments on this application as submitted.
- 7.2 English Heritage (Archaeology Advisory Service) Letter dated 24 November 2010. EH is assured that there will be no impact upon archaeological deposits and therefore offer no comment upon the application.
- 7.3 Environment Agency Letter dated 15 November 2010. As this proposal is for a temporary use the Agency has no objection in principle to the proposed development and has no further comments to make.
- 7.4 Greater London Authority Letter dated 15 November 2010. Under article 5(2) of the Town & Country Planning (Mayor of London) Order the Mayor of London does not need to be consulted further on this application. The Corporation may, therefore, proceed to determine the application without further reference to the GLA.
- 7.5 London Borough of Newham Letter dated 14 December 2010. The application was presented to the London Borough of Newham's Strategic Development Committee on 13<sup>th</sup> December 2010. Members endorsed the following representations:
- 7.6 The temporary proposals are considered acceptable in terms of principle and compliance with adopted policies, design (subject to conditions relating to final appearance), loss of amenity, transport and parking and sustainability. Those aspects and impacts that do arise and are material to the consideration of this application can be adequately addressed and mitigated through the use of appropriate conditions which the applicant has agreed to. The proposals will also bring significant regeneration benefits and also raise the profile of West Ham and the Lower Lee and the Borough in helping to deliver the London 2012 Games. The proposals are therefore considered to be in accordance with the objectives set out in the Unitary Development Plan and Strategic Government Guidance.
- 7.7 The Council recommends that the LTGDC should grant planning permission subject to conditions.
- 7.8 Olympic Delivery Authority (ODA) Letter dated 15 November 2010. The ODA PDT has no objection to the proposed Temporary Bus Depot as detailed in this planning application.
- 7.9 Thames Water Email dated 01 November 2010. No objection to the planning application.
- 7.10 Transport for London (TfL) Email dated 24 November 2010. TfL can confirm that it is satisfied that the application presents no strategic transport issues which need to be dealt with as part of the planning process.

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## **8. CONSULTATION / RESPONSES FROM MEMBERS OF THE PUBLIC**

- 8.1. The application was advertised in the Newham Recorder on the 3<sup>rd</sup> November 2010 and site notices were posted outside the site on 9<sup>th</sup> November 2010. In addition 912 letters were sent to neighbouring properties, advising of the application details.
- 8.2. One response has been received from a resident living in Manor Park dated 14<sup>th</sup> November 2010, primarily objecting to the proposed use of Wanstead Flats by the Metropolitan Police to accommodate a temporary police base during the games. It is suggested that if the area at West Ham is large enough, it could better serve the Met Police as an alternative to utilising Wanstead Flats. It is suggested that the use of Wanstead Flats would result in an unacceptable increase in local traffic when amalgamated with local road closures associated with the games. It is also suggested that the bus depot and associated car parking could be located at some location closer to the Athletes Village e.g. Westfield shopping centre site. The proposal is opposed on grounds of the security and policing of the games. A copy of the objection letter is appended to this report at Appendix 6.
- 8.3. A second letter dated 8<sup>th</sup> December 2010, from the same resident living in Manor Park was sent to Newham Council reiterating the objection to the proposal with a request that this planning application is not determined until the Metropolitan Police has had an opportunity to consider the West Ham site as an alternative option for its Headquarters during the games.
- 8.4. The applicant has responded to the representation as follows:
  - The Police are proposing to use Wanstead Flats for security purposes, and permission will be sought from LB Redbridge. This proposal does not form part of the proposals put forward by the applicants.
  - In terms of policing and security, the applicant considers that these are very important to the success of the Games and confirm that there will be no athletes present at the site at West Ham.
  - Finally, although outside of the remit of this application, regarding road closures. The Olympic route network and Paralympic Route network (ORN and PRN) are networks of roads linking all the competition and key non-competition venues for the Olympic Games and Paralympic Games. They will enable key participants, such as athletes and officials, to travel safely, securely and efficiently between venues and their accommodation, while also keeping London and the rest of the UK moving. Most of the ORN and PRN is in London, where the majority of the sporting venues are located. However, it also extends to other venues around the UK, such as Weymouth and Portland, which is hosting the Sailing events.
- 8.5. LTGDC officers have considered the objection. The Olympic Games and Paralympic Games require the use of sites outside the Olympic park in order to facilitate the necessary infrastructure needed to host the 2012 Games. The

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proposed time limited use of this currently vacant site is acceptable and the objection presents no relevant reason to justify refusal of the planning application.

## 9. RELEVANT PLANNING POLICY

- 9.1 The Development Plan comprises of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from 27<sup>th</sup> September 2007 by direction from the Secretary of State) and The London Plan: Spatial Development Strategy for Greater London Consolidated with Alterations since 2004 (Published Feb 2008 and altered by the London Plan Crossrail Alterations dated April 2010).
- 9.2 Newham's adopted proposals Map illustrates the site as falling within the 'Major Opportunity Zone 4 – West Ham Station Area' where policy UR25 is applicable. The site is also identified as falling within Newham's Arc of Opportunity [map 4 of UDP], a priority development node [map 5 of UDP], an area of deficiency in tree coverage [map EQ3 of UDP] and an Archaeological Priority Area [map EQ6 of UDP].
- 9.3 The London Plan illustrates the site as falling within an 'opportunity area' [opportunity area number 17 – Lower Lea Valley including Stratford] where policy 2A.5 is relevant and an 'area for regeneration' where policy 2A.7 is relevant.
- 9.4 The Lower Lea Valley Opportunity Area Planning Framework (January 2007) illustrates the site as falling within Sub-Area 10: West Ham, where a potential exists for new housing and missed us, retail and commercial land uses.
- 9.5 The London Plan (Feb 2008 and altered by the London Plan Crossrail Alterations dated April 2010) polices:
- I.1 The Mayor's objectives
    - 1.1 London in its global, European and UK context
    - 1.2 London and the Wider Metropolitan Region
  - 2A.1 Sustainability Criteria
  - 2A.2 The Spatial Strategy for Development
  - 2A.5 Opportunity Areas
  - 2A.7 Areas for Regeneration
  - 3A.3 Maximising the potential of sites
  - 3A.17 Addressing the needs of London's diverse population
  - 3B.1 Developing London's Economy
  - 3B.9 Tourism Industry
  - 3B.11 Improving Employment Opportunities for Londoners
  - 3C.1 Integrating Transport and Development
  - 3C.2 Matching Development to Transport Capacity
  - 3C.3 Sustainable Transport in London
  - 3C.5 London's international, national and regional transport links
  - 3C.10 Public Transport and Security
  - 3C.11 Phasing of transport infrastructure provision and improvements
  - 3C.17 Tackling Congestion and Reducing Traffic

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- 3C.19 Local Transport and Public Realm Enhancements
  - 3C.21 Improving Conditions for Walking
  - 3C.22 Improving Conditions for Cycling
  - 3C.23 Parking Strategy
  - 3D.4 Development and Promotion of Arts and Culture
  - 3D.6 The Olympic and Paralympic Games and sports facilities
  - 3D.7 Visitor accommodation and facilities
  - 4A.1 Tackling Climate Change
  - 4A.2 Mitigating Climate Change
  - 4A.3 Sustainable Design and Construction
  - 4A.4 Energy Assessment
  - 4A.7 Renewable Energy
  - 4A.12 Flooding
  - 4A.13 Flood Risk Management
  - 4A.14 Sustainable Drainage
  - 4A.19 Air Quality
  - 4A.20 Reducing Noise and Enhancing Soundscapes
  - 4B.1 Design Principles for a Compact City
  - 4B.5 Creating an Inclusive Environment
  - 4B.6 Safety, Security, Fire Prevention and Protection
  - 4B.8 Respect Local Context and Communities
  - 4B.15 Archaeology
  - 5A.1 Sub-Regional Development Frameworks
  - 5C.1 The strategic priorities for North East London
  - 5C.3 Opportunity Areas in North East London
- 9.6 London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from 27<sup>th</sup> September 2007 by direction from the Secretary of State)
- UR25 West Ham: Former Chemical Works and Parcel Force Site: Land Use Proposals
  - S3 Quality of Development
  - S4 Sustainable Development
  - S7 Strategic Policies for Urban Regeneration
  - S12 Strategic Policies for Environmental Quality
  - S24 Strategic Employment Policies
  - S28 Strategic Employment Policies
  - S35 Transport: encouragement of alternatives to the motor car
  - S38 Transport: parking
  - EQ16 Green Corridors
  - EQ18 Promoting urban quality
  - EQ19 Urban design considerations
  - EQ25 Access
  - EQ26 Safety
  - EQ45 Pollution
  - EQ47 Noise Impact Statement and Conditions
  - EQ49 Contaminated land: Assessment, Remediation and Monitoring
  - EQ54 Promoting Sustainable Waste Management
  - EQ62 Protection of the Flood Plain and Urban Washlands
  - EQ8 Areas liable to flood
  - EMP1 Employment growth
  - EMP3 Quality of Employment Development
  - EMP14 Car Repair Workshops and Garages

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T1	Environmental Impact of Traffic
T2	New Development: Public Transport Accessibility
T3	New Development: Public Transport Accessibility and Highway Capacity
T5	Preferred modes of transport
T13	Road Safety, traffic management and calming
T14	Design to minimise road accidents in new development
T19	Improvement of conditions for pedestrians
T24	Access by cycle and cycle parking
T26	Motorcycle parking

#### 9.7 Other Relevant Planning Policies & SPG's

PPS1 Delivering Sustainable Development (31 Jan 2005)  
PPS4 Planning for Sustainable Economic Development (29 December 2009)  
PPS9 Biodiversity and Geological Conservation (16 August 2005)  
PPG13 Transport (03 January 2011)  
PPS 22 Renewable Energy (10 Aug 2004)  
PPS23 Planning and Pollution Control (3 November 2004)  
PPG24 Planning and Noise (3 Oct 1994)  
PPS25 Development and Flood Risk (29 March 2010)

Mayor of London Lower Lea Valley Opportunity Area Planning Framework (January 2007)

Mayor of London 'Accessible London: Achieving an Inclusive Environment'  
London Plan SPG 'Sustainable Design and Construction'  
London Borough of Newham SPG 'Sustainability Checklist'  
London Borough of Newham SPG 'Access'

## 10. ASSESSMENT OF MAIN ISSUES

### 10.1. Health and Safety

10.2. The Health and Safety Executive (HSE) is a statutory consultee for certain developments within the Consultation Distance of major Hazard sites / pipelines. Acknowledging the close proximity of the gasholders at Twelve Trees Crescent the proposal has been considered using PADHI+, HSE's planning advice software tool, based on the details input by London Borough of Newham. Only the installations, complexes and pipelines considered by London Borough of Newham during the PADHI+ process have been taken into account in determining HSE's advice. Consequently, HSE does not advise, on safety grounds, against the granting of planning permission in this case.

### 10.3. Principle of development

10.4. The site falls within a major opportunity zone where UDP policy UR25 is relevant. That policy identifies the site as being suitable for mixed use redevelopment, possibly incorporating a local centre relating to West Ham Station. The acceptable uses identified under this policy include B1, B2 and residential use.

10.5. A bus depot is a sui generis land use for which planning permission is required.

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- 10.6. In the absence of any other development proposal, temporary use of the site as a bus depot is not considered to be contrary to the objectives of policy UR25.
- 10.7. The site has previously been developed and is currently vacant. The previous permitted temporary use of part of the site for bus washing, bus parking and fuelling was time limited and has now ceased. The sustainability criteria set out in policy 2A.1 of the 2008 London Plan seek to optimise the use of previously developed land and vacant or underused buildings.
- 10.8. London Plan Policy I.1 (The Mayor's objectives) sets 6 objectives that are to be attained for the delivery of the Mayor's vision – to develop London as an exemplary, sustainable world city. Those objectives include:
- Accommodating London's growth within its boundaries without encroaching on open spaces and specifically to make the Thames Gateway parts of North East and South East London the priority area for new development, regeneration and investment, including the prime location for the 2012 Olympic and Paralympic Games;
    - Making London a healthier and better city for people to live in and specifically enhancing the cultural assets of London;
    - Making London a more prosperous city with strong and diverse long term economic growth, specifically enhancing London's world, European and national role through attracting industries and tourism – building on the opportunities provided by the 2012 Olympic and Paralympic games, improving strategic transport links, collaborating with other world cities, European and regional neighbours;
    - Promoting social inclusion and tackling deprivation and discrimination;
    - Improving London's accessibility, specifically facilitating the delivery of major transport improvements needed for the 2012 Olympic and Paralympic games, reducing the need to travel especially by car; and
    - Making London an exemplary world city in mitigating and adapting to climate change and a more attractive, well-designed and green city.
- 10.9. Policy 5C.2 (Olympic and Paralympic Games) of the 2008 London Plan seeks, amongst other things, to:
- Work to promote and secure sustainable development and procurement policies for the 2012 Olympic and Paralympic Games delivery bodies and other key organisation, covering all phases of the Games including: preparation and construction; the Games themselves; and the legacy development;
  - Maximise opportunities arising from the 2012 Olympic and Paralympic Games to promote London's status and image as a leading world city to an international audience; and
  - Ensure that transport projects associated with the 2012 Olympic and Paralympic Games contribute to the delivery of the Mayor's Transport Strategy and the wider needs of London.
- 10.10. The principle of the proposed land use has more than local or regional significance, because of its links to the development of the Olympic Park, which is of international significance. Paragraph 5.78 of the 2008 London Plan identifies the Framework for Stratford and the Lower Lea [in which the Olympic

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Park falls] as being an Opportunity Area which *'will accommodate some of the most important strategic regeneration initiatives for London and an urban renewal challenge of global significance'*.

- 10.11. LTGDC officers conclude that the principle of the proposed time limited development is acceptable.
- 10.12. **Design**
- 10.13. London Plan Policy 4B.1 seeks to ensure that new developments, amongst other things: maximise the potential of sites; respect local context; are accessible, usable and permeable for all users; are sustainable, durable and adaptable in terms of design, construction and use; address security issues and provide safe, secure and sustainable environments; are attractive to look at; respect the natural environment and biodiversity, and enhance green networks. Newham's UDP policies EQ18 and 19 require the highest quality of design in order to foster a positive environmental image for the Borough. It is expected that all developments, including refurbishments and changes of use would achieve a high standard of design.
- 10.14. Full details of the proposed temporary structures have not been provided at this stage, though they have been described in the submitted Planning Statement as tent-like. The applicant has confirmed that none of the structures will exceed 14 metres in height. The proposal presents a simple design approach for the structures which is acceptable. A condition is recommended to ensure that details of the structures are provided prior to the commencement of the development (see recommended condition 5).
- 10.15. The proposed 2.7m high security fencing is considered to be acceptable serving an effective function.
- 10.16. Officers conclude that the temporary design impacts are acceptable subject to conditions with regard to policies 4B.1, EQ18 and EQ19 and also consider it necessary to impose a condition requiring the removal of the structures from the site and reinstatement of the land by 31 October 2012 (see recommended condition 2).
- 10.17. **Amenity**
- 10.18. Noise associated with construction and removal activities may arise from the movement of fixed and mobile items of plant and equipment within the site as well as during the operational phase.
- 10.19. The nearest residential properties are located on Crows Road, 30m from the western boundary of the site, some 40m from the closest circulation road within the site and 50m from the closest bus parking bays. These properties are four two-storey houses with an elevated rail line running along their rear boundary. The next nearest residential properties are to the east of the site, beyond the Jubilee and former North London rail lines and Manor Road, some 80m distance from the site.
- 10.20. Policy 4A.20 identifies that noise should be minimised wherever possible which is reflected in UDP policy EQ45, which seeks to resist unacceptable levels

generating beyond the boundary of the site.

- 10.21. A noise statement (Appendix 3 of the Design and Access Statement) has been submitted with the application. That Statement concludes that it is not anticipated that the use of the Depot will result in any material loss of acoustic amenity to any residential or noise sensitive property. Noise from setting up is not expected to impact materially on the acoustic amenity of any residential or noise sensitive property. A condition is recommended (see recommended condition 10) limiting the hours during which operations may be undertaken on site which are audible at nearby residential properties.
- 10.22. The proposal includes external lighting to aid vehicle parking and operational activities. This will be accompanied by site wide 24 hour CCTV security coverage. Some details of the proposed lighting and CCTV cameras have been set out in the Lighting Statement (Appendix 4 of the Design and Access Statement) accompanying the application. No specific details of the exact design or location of these structures have been provided.
- 10.23. Officers consider it important to minimise the intrusion of artificial lighting on the adjacent Railside Land Site of Importance for Nature Conservation (SINC) and to ensure community and railway safety is not compromised by the proposed external lighting. As such, a condition is recommended requiring the submission of details of the proposed external lighting scheme to meet the requirements of policies EQ19 and EQ45 of the UDP and Policies 3D.14, 4A.3 and 4B.1 of The London Plan (see recommended condition 7).
- 10.24. The proposal is unlikely to raise any issues in terms of loss of view, loss of privacy or overshadowing for neighbouring properties.
- 10.25. An Air Quality Assessment has been submitted in support of the application. That assessment concludes that the development would have a negligible effect on air quality. This is acceptable in consideration of policy EQ46 of the UDP and London Plan policy 4A.19.
- 10.26. LTGDC officers are satisfied that the proposal presents no detrimental impact to the amenity of nearby residents or the SINC if carried out in accordance with the recommended conditions listed at section 12 of this report.
- 10.27. **Accessibility**
- 10.28. London Plan policy 4B.5 requires new developments to achieve the highest standard of accessibility and inclusion. UDP policy EQ25 requires developments to cater for the needs of disabled people.
- 10.29. An Access Statement has been submitted in support of the application, which satisfactorily demonstrates that inclusive design has been incorporated into the proposals, ensuring that they are DDA compliant, offering independent access to all throughout the site.
- 10.30. The proposals provide for a satisfactory standard of accessibility for all. Officers recommend that a condition be imposed requiring the proposals to be implemented in accordance with the submitted supporting documents to ensure that the stated commitments are delivered in accordance with the

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aforementioned polices and London Plan SPG 'Accessible London: Achieving and Inclusive Environment' (see recommended condition 4).

#### 10.31. **Transportation**

- 10.32. London Plan policy supports measures to promote shifts to more sustainable modes of transport and policy 3C.17 states that all developments will be assessed in terms of their traffic generation and impact on traffic congestion. The London Plan promotes the integration of transport and development, encouraging patterns of development that reduce the need to travel, especially by car.
- 10.33. UDP Policy T1 requires applicants to submit information to demonstrate that the transportation impacts of new developments are acceptable and policy T2 requires developments that attract a large number of trips to be located near good public transport facilities. UDP Policy T5 aims to minimise car trips and requires applications to be supported by a Travel Plan to help achieve this objective.
- 10.34. PPG13 states that the Local Planning Authorities should seek to reduce the need to travel, especially by car, and requires major generators of travel demand to be located near public transport interchanges.
- 10.35. A Transport Statement (TS) prepared by Atkins Transport Planning and Management Consultancy has been provided with the application. That TS sets out that the overarching transport strategy for the Games is detailed in the Olympic Transport Plan (OTP), which presents an overview of the proposed transport arrangements for the Games as a whole. This was prepared by the ODA's transport team in association with LOCOG. The OTP consists of strategic guidelines and operational principles for transport systems and venue transport operations, covering every mode of transport and every category of personnel.
- 10.36. The TS states that the site is conveniently located for access to the Olympic Route Network (ORN), which comprises roads linking all competition and key non-competition venues. In general, the roads forming the ORN will still be available for use by all other traffic during the Games with a few minor exceptions. However, on more heavily trafficked sections of the ORN, some carriageway lanes will be reserved for 'Olympic family' vehicles only.
- 10.37. It is anticipated that there will be two peak movements into and out of the site each day. Vehicles will peak in the morning between 6 – 8am, and again in the late evening between 9 – 11pm. The majority of those vehicular movements will be via Stephenson Street.
- 10.38. The TS sets out that provided 50% of the AM peak period traffic flows from the use are rerouted via Stephenson Street (southbound) to Manor Road and the remaining 50% use Stephenson Street at the junction of A1011 Barking Road, there will be minimal impact on traffic flows. This was considered by Newham Council's Transport Engineer who advised that the conclusions of the submitted TS were reasonable. Transport for London in their comments to the GLA, similarly did not raise any objections. A condition can be included with any approval to ensure that the use only operates in accordance with the TS (see

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recommended condition 4).

- 10.39. There are not considered to be any significant impacts in terms of on-street parking demand or capacity stresses for the existing public transport infrastructure. Newham Highways originally requested a S106 contribution of £35k towards providing a new pedestrian crossing at the Manor Road / Star Lane junction. In response the applicant has cited the temporary nature of their proposed use, their limited funds and also the fact that the TS did not raise any pedestrian link issues as reasons not to make such a contribution. The bulk of the pedestrian movement will occur through use of the shuttle bus from West Ham station, not therefore placing any reliance on crossings. The response is considered reasonable and as such it is not considered that the proposals give rise to the need to improve pedestrian linkages across Manor Road. Newham Highways now accept this position.
- 10.40. The proposal makes provision for the storage of 10 bicycles on 5 stands. In addition the applicant has advised (email dated 13 Jan 2011) that, "bikes could also be secured to railings within the secure boundary of the site. This proposal is for a temporary use and it is considered that provision of numerous bike stands is unnecessary when the bikes could be securely attached to railings within the secure site which is monitored 24 hours a day". LB Newham Transportation officers have confirmed acceptance of this position on the proviso that that a condition is included which specifically states that cyclists will be allowed to secure their bicycles to the inside of the railings and not prevented for security reasons (see recommended condition 11).
- 10.41. LTGDC officers conclude that the traffic and parking impacts of the development are acceptable and consistent with the objectives of UDP policies T1, T2, T5, T13 and T14 and London Plan policies 3C.3, 3C.22, and 3C.23.
- 10.42. **Sustainability**
- 10.43. A Sustainability Statement has been submitted in support of the proposals. It states that waste will be minimised by reducing at source, diverting construction waste wherever feasible away from landfill and to use the waste hierarchy of 'reduce, re-use and recycle.' It is also intended that there will be sustainable sourcing of products, materials and services, as well as ensuring there are sustainable forms of transport for spectators, staff and Games Family.
- 10.44. It is considered that the largest component of carbon emissions is likely to come from the embodied carbon within temporary event facilities such as portable buildings. The applicants are committed to reducing the embodied carbon of event facilities. It has been analysed that embodied carbon is subtracted if the item is rented rather than purchased, leaving a small component with its transport to and from the site. This analysis showed that hiring items such as portable buildings, tents, seating and fences reduces carbon footprint as these items are returned for re-use. The applicants are therefore committed to hiring items for the events as the preferred option for all of their temporary events.
- 10.45. In terms of water consumption, a number of different strategies will be deployed such as using grey water for all non-potable uses, specifying dual flush toilets and specifying waterless urinals.

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10.46. These strategies have been considered by Newham Council's Energy Officer who has not raised any objections given the temporary nature of the proposals.

10.47. LTGDC officers are satisfied that, in terms of sustainability, the applicants have adequately demonstrated that the time limited proposals will be consistent with adopted policies. As previously stated, officers recommend that a condition be imposed requiring the proposals to be implemented in accordance with the submitted supporting documents to ensure that the stated commitments are delivered (see recommended condition 4).

**10.48. Regeneration**

10.49. Employment – As previously stated, the site will be managed and operated by approximately 50 on site staff and up to 1200 drivers. It is recognised that the facility offers short term job opportunities and a time limited active use on land which is currently vacant.

10.50. Policy 5C.1 (The strategic priorities for North East London) of the London Plan sets out the strategic priorities for North East London, one of which is to:

*Promote the contribution of the sub-region to London's world city role, especially in relation to the City and the Isle of Dogs, plan for the 2012 Olympic and Paralympic Games and enable the necessary development for a successful sustainable Olympics.*

10.51. Policy 5C.2 (Olympic and Paralympic Games) of the February 2008 London Plan provides that the Mayor will and partners should (amongst other things):

- Work to promote and secure sustainable development and procurement policies for the 1012 Olympic and Paralympic Games delivery bodies and other key organisations, covering all phases of the Games including: preparation and construction; the Games themselves; and the legacy development;
- maximise opportunities arising from the 2012 Olympic and Paralympic Games to promote London's status and image as a leading world city to an international audience; and
- Ensure that transport projects associated with the 2012 Olympic and Paralympic Games contribute to the delivery of the Mayor's Transport Strategy and the wider needs of London. The Mayor will promote the use of public transport and encourage the movement of freight and waste resources by rail, canal and river.

10.52. The application is directly linked to the delivery of the London 2012 Olympic and Paralympic Games and the proposed Athletes Bus Depot would assist LOCOG to facilitate the operation of the Games. The use of the site for the development will cease after the Games.

10.53. The games are recognised as a major regeneration benefit to London and are welcomed by LTGDC in line with development plan policies.

**10.54. Financial Considerations**

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10.55. There are no financial considerations to consider in the assessment of this planning application.

**10.56. Equalities**

10.57. There is no legal requirement on the London Thames Gateway Development Corporation to request an Equalities Impact Assessment (EqIA) as part of the planning application.

10.58. LTGDC officers have ensured non-discrimination in carrying out its planning functions.

10.59. In determining this planning application LTGDC must have regard to its equalities obligations including its obligations under section 71 of the Race Relations Act. For the purpose of this application there are no adverse equalities issues.

**10.60. Human Rights Act 1998**

10.61. The provisions of the Human Rights Act 1998 have been taken into account in the assessment of the subject application for planning permission.

**11. CONCLUSION AND REASONS FOR APPROVAL**

11.1. The importance of delivering the London 2012 Olympic and Paralympic Games on time presents a unique opportunity which is an important strategic regeneration initiative that LTGDC officers consider to be a material consideration in the assessment of this application.

11.2. The Mayor, the LDA, the boroughs, London Thames Gateway Development Corporation, the government, the Olympic Delivery Authority, LOCOG and the British Olympics Association are leading the development of the 2012 Olympic and Paralympic Games focused primarily on east London. The Games will leave a wide legacy including permanent sporting facilities. The Mayor will be a leading partner in using the Games to maximise the economic, social, health and environmental benefits of the Games for the UK, particularly through regeneration and sustainable development of east London and the promotion of sport and physical activity among Londoners, and the promotion of London to domestic and international audiences.

10.62. This application has been carefully assessed against a range of national, regional and local policies. In the absence of any other development proposal, temporary use of the site a bus depot is not considered to be contrary to the objectives of policy UR25.

11.3. The adopted policies contained within the London Borough of Newham adopted UDP dated June 2001 precede the subsequent success of the London's bid in July 2005 to host the Games.

11.4. The implementation of the proposal would facilitate managed and direct transport links for Athletes.

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- 11.5. The proposal accords with the provisions of the London Plan and Newham's adopted Unitary Development Plan (saved policies) and is combined with the unique opportunity and need for delivering the 2012 Olympic and Paralympic Games.
- 11.6. Approval of the application for a time limited period would enable LOCOG to provide a service and relevant infrastructure that meets sustainability commitments and targets associated with the Olympic Project. LTGDC Officers consider the proposed temporary facility as being an integral component of the delivery of the Olympics which is of more than local or regional importance.
- 11.7. In summary, LTGDC officers are of the opinion that planning permission should be granted for a time limited period only, subject to conditions as listed at section 12 below to ensure that any material harm that could result from the development would be reasonably mitigated.
- 11.8. Planning Committee is requested to **GRANT** time limited planning permission subject to the draft conditions listed in paragraph 12 of this report.

## 12. CONDITIONS AND REASONS

12.1 LTGDC officers consider that the following conditions should be imposed if planning permission is granted:

1. The development hereby permitted shall be begun no later than 30<sup>th</sup> June 2012.

Reason: To comply with the requirements of section 91 of the Town and Country Planning Act 1990 (as amended).

2. The use hereby permitted shall be discontinued and all associated structures and fencing shall be removed from the site and (unless otherwise agreed in writing by the Local Planning Authority) the land restored to its former condition on or before 31<sup>st</sup> October 2012 in accordance with a scheme of works first submitted to and approved in writing by the Local Planning Authority.

Reason: (i) The structures and use are only acceptable temporarily on a time limited basis; (ii) To safeguard the amenity of neighbouring properties; (iii) To ensure a satisfactory standard of external appearance; (iv) To ensure that the temporarily permitted use of the site does not prejudice the implementation of the planned future development of the site as a major opportunity zone, in accordance with the provisions of section 72 (2) of the Town and Country Planning Act 1990.

3. The use hereby permitted shall only be carried out and the site shall only be used to facilitate the transportation of athletes and members of the Olympic family in association with the 2012 London Olympic and Paralympic Games and for no other purpose.

Reason: In the absence of careful control, the proposed use would be likely to be detrimental to the amenities of the area and discordant with the long term policy objectives at the site. The time limited proposal is only acceptable in the unique and particular circumstances of the application, which are directly linked

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to the 2012 London Olympic and Paralympic Games.

4. All works are to be completed in accordance with the following submitted documents and drawings:
  - Planning Statement;
  - Air Quality Assessment;
  - Transport Statement;
  - Sustainability Statement;
  - Ecology Desk Top Study;
  - Design and Access Statement (Appendices include; statements on drainage, ground conditions and contamination, noise and lighting, and outline the legislative and policy context to Accessibility including a draft travel plan);
  - Drawings:
    - BDA-SP-00-008 (Existing Site Plan)
    - BDA-SP-00-009 (Proposed Site Plan Extent of Application)
    - BDA-SP-00-010 (Proposed Site Plan – Detail of vehicle service areas)
    - BDA-SP-00-011 (Proposed Site Plan – Detail plan of vehicle entry areas and staff facilities)
    - BDA-DE-00-921 (Perimeter Fencing Elevations and Details)

No further drawings apply, unless otherwise submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the development is undertaken in accordance with the approved documents and drawings and to protect local amenity with regard to Policy EQ18 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September 2007 in accordance with the direction from the Secretary of State) and Policies 4A.3, 4B.1, 4B.3, 4B.5 and 4B.6 of The London Plan (Feb 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

5. No development shall commence until details of all of the proposed temporary structures as indicated on the approved drawings have been submitted to and approved in writing by the Local Planning Authority.

The development shall only be implemented in accordance with the approved details and to the satisfaction of the Local Planning Authority.

Reason: To ensure that the development accords fully with the aims and objectives of Policies EQ19 and EQ25 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September 2007 in accordance with the direction from the Secretary of State) and Policies 4A.3, 4B.1 and 4B.5 of The London Plan (Feb 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

6. The heights of the temporary structures hereby approved shall not exceed the maximum height of 14m.

Reason: To ensure that the development accords fully with the aims and objectives of Policy EQ19 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September

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2007 in accordance with the direction from the Secretary of State) and Policy 4B.1 of The London Plan (Feb 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

7. Notwithstanding Appendix 4 of the submitted Design and Access Statement, no development shall commence until details of the proposed external lighting scheme have been submitted to and approved in writing by the Local Planning Authority.

The development shall only be implemented in accordance with the approved lighting scheme.

Reason: To minimise the intrusion of artificial lighting on the adjacent Railside Land Site of Importance for Nature Conservation (SINC) and ensure community and railway safety is not compromised with regard to Policies EQ19 and EQ45 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September 2007 in accordance with the direction from the Secretary of State) and Policies 3D.14, 4A.3 and 4B.1 of The London Plan (Feb 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

8. No development shall commence until an Environmental Code has been submitted to and approved in writing by the Local Planning Authority, in respect of such matters that are likely to cause nuisance to adjoining occupiers or affect the adjacent Railside Site of Importance for Nature Conservation (SINC) or the water environment. Details should include noise, dust, smoke, road cleaning, drainage and any other matters relevant to this particular site.

The approved Environmental Code shall be adhered to for the duration of the construction works.

Reason: To ensure that the construction does not prejudice neighbouring occupiers' reasonable enjoyment of their properties; to minimise intrusion on the adjacent Railside Land Site of Importance for Nature Conservation (SINC); and prevent pollution of the water environment with regard to Policies EQ16 and EQ45 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September 2007 in accordance with the direction from the Secretary of State) and Policies 3D.14, 4A.3, 4A.14, 4A.17, 4A.19, 4A.20 and 4A.28 of The London Plan (published February 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

9. a) No demolition, construction or building works shall be carried out except between the hours of 08:00 and 18:00 Monday to Friday and 08:00 and 13:00 Saturday or at any time on Sunday, bank or public holidays without the prior written approval of the Local Planning Authority, unless the works have been approved in advance by the Local Planning Authority.

b) Deliveries of construction and demolition materials to and from the site by road shall take place between 08:00 and 18:00 Monday to Friday and 08:00 and 13:00 on Saturday and at no other time except with the prior written approval of the Local Planning Authority.

Reason: In order to minimise noise and disturbance and in the interest of

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residential amenity, in accordance with Policies EQ45 and EQ46 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September 2007 in accordance with the direction from the Secretary of State) and Policies 4A.3, 4A.20 and 4B.1 of The London Plan (published February 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

10. Unless otherwise approved in writing by the Local Planning Authority, operations associated with the use hereby permitted for which noise is audible at the nearest residential properties on Crows Road and Manor Road shall only be undertaken between the hours of 06:00 and 23:00, seven days a week.

Reason: To protect the amenity of neighbours during unsociable hours from the 24 hour operation of the depot and with regard to policy EQ45 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September 2007 in accordance with the direction from the Secretary of State) and Policies 4A.3 and 4A.20 of The London Plan (published February 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

11. No part of the development hereby permitted shall be occupied until secure and covered cycle parking for a minimum of 10 cycles is provided and available for the use of visitors to the site. Should additional cycle storage be required, additional provision shall be made for the secure storage of cycles on the inside of the site railings.

Reason: To promote sustainable modes of transport in accordance with Policy T24 of the London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from the 27<sup>th</sup> of September 2007 in accordance with the direction from the Secretary of State) and Policies 3C.3 and 3C.22 of the London Plan (published February 2008 and altered by the London Plan Crossrail Alterations dated April 2010).

12. All buses awaiting repair/servicing or operating from the site shall be accommodated within the site and at no time shall such vehicles be parked on the public highway other than at a designated bus stop or stand.

Reason: In the interest of highway safety and with regard to policy EMP14 of the London Borough of Newham Unitary Development Plan (adopted June 2001).

### **13. INFORMATIVES**

1. The applicant is advised that the determination of this application does not in any way set precedent for the determination or consideration of future planning applications for the development of the site.
2. Compliance with Planning Law does not automatically mean that you will comply with more specific Health and Safety Law requirements.

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**CASE OFFICER:** Amanda Reid for John Allen, Director of of Planning

- Appendix 1:** Existing Site Plan
- Appendix 2:** Proposed Site Plan (Extent of Application)
- Appendix 3:** Plan showing Detail of vehicle service areas
- Appendix 4:** Plan showing Detail of vehicle entry areas and staff facilities
- Appendix 5:** Perimeter Fencing Elevations and Details
- Appendix 6:** Objection letter from Manor Park resident

#### Additional Reference Documents

- Planning Application Documents;
- The London Thames Gateway Development Corporation (Planning Functions) Order 2005;
- Town and Country Planning Act 1990 (as amended);
- Town and Country Use Classes Order 1987 (as amended);
- The Town and Country Planning (Mayor of London) Order 2008;
- London Borough of Newham Unitary Development Plan (adopted June 2001 and saved from 27<sup>th</sup> September 2007 by direction from the Secretary of State)
- The Control of Pollution Act 1974;
- The Environmental Protection Act 1990;
- Control of Noise at Work Regulations 2005;
- Health and Safety at Work Act 1974;
- The Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 1989 as amended; and
- The Town and Country Planning (Fees for Applications and Deemed Applications) (Amendment) (England) Regulations 2010.