

Olympic Delivery Authority



Planning Decisions Team

# Olympic, Paralympic & Legacy Transformation Planning Applications

Executive Summary of  
Main Committee report

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# Executive Summary

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### 1 Introduction

- 1 In October 2004 planning permissions were granted for the development of Olympic and Paralympic facilities and their Legacy within the Olympic Park in the Lower Lea Valley. These permissions were integral to London's successful bid.
- 2 Since the 2004 permissions were granted, a number of refinements and changes were made to the proposals for the Olympic Park, which have resulted in the need to submit new planning applications.
- 3 Two planning applications were accordingly submitted in February 2007 by the Olympic Delivery Authority to cover the main Olympic Park and related adjacent areas such as the transport malls and the West Ham Ramp.
- 4 The planning applications are accompanied by an Environmental Statement which identifies likely significant effects and where appropriate proposes mitigation measures for dealing with them.
- 5 This section summarises some of the key issues and conclusions set out in the main report, which recommends that planning permission be granted for both applications subject to, inter alia, conditions, informatives and completion of a planning obligation document and following referral to the Mayor of London and the Secretary of State for Communities and Local Government. The main report should be read in conjunction with this summary.

- 1 The following matters will be covered in this section:
  - The site, proposals and phasing
  - Policies and guidance
  - The consultation process and responses
  - Consideration of the Environmental Statement
  - Conclusions of the assessment
  - Planning Obligation Heads of Terms
  - Summary of the recommendations

### 3 The Site, Proposals and Phasing

#### 3.1 The Site

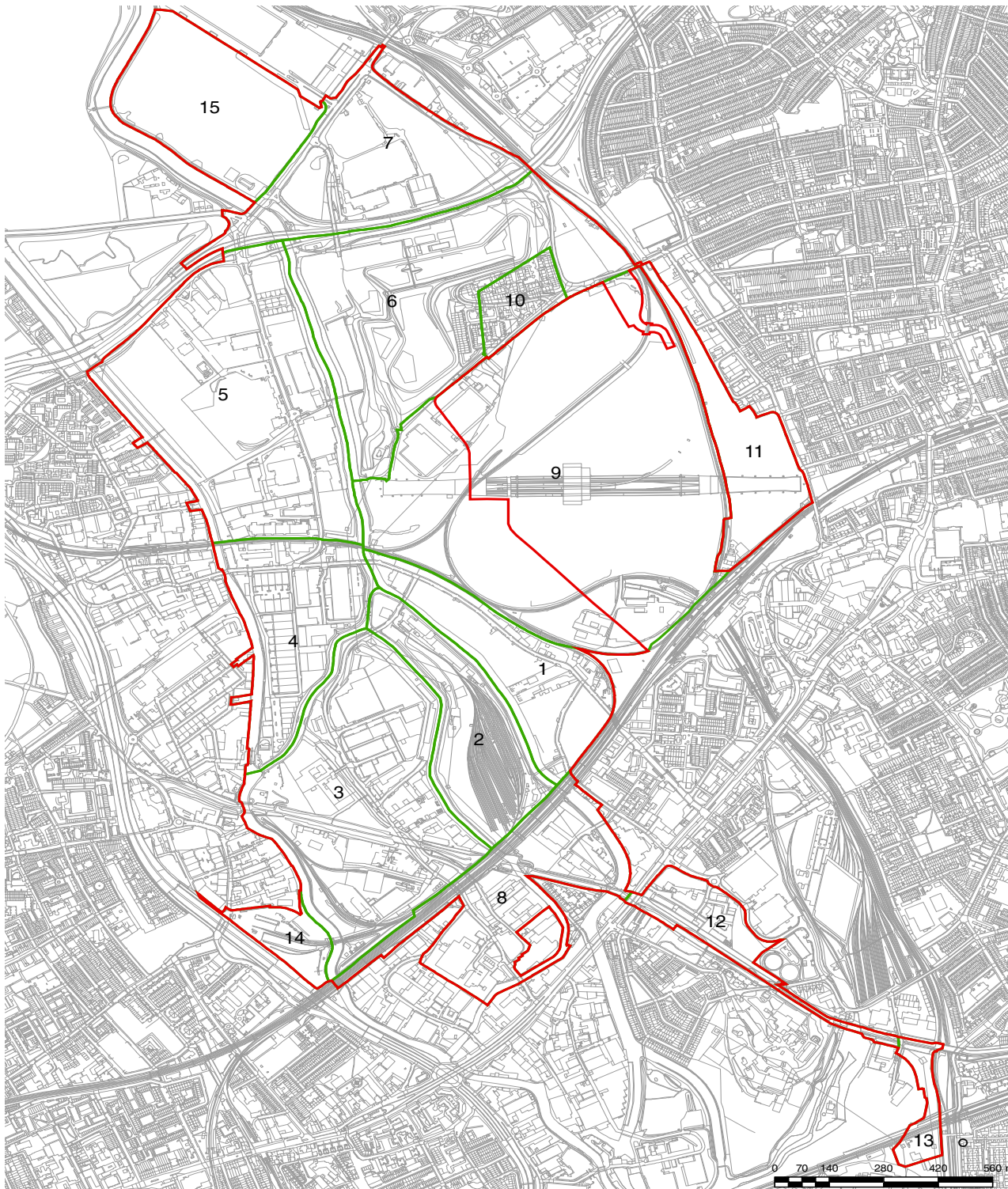
- 1 The application site (for both applications) covers some 246 hectares within the London Boroughs of Hackney, Newham, Tower Hamlets and Waltham Forest. It extends from the East Marsh in the North to West Ham Station in the South; Temple Mills Lane in the North East and the River Lee Navigation in the West.
- 2 The skyline of the proposed Olympic Park is currently dominated by the electricity pylons and it is fragmented by roads, railways and waterways. Industrial and business uses dominate the southern and western areas whilst the north east is characterised by the Open Spaces of Eton Manor, East Marsh and the former Eastway Cycle Circuit. The Stratford City site (former rail lands) occupies the eastern part of the site together with the site of the former Chobam Farm container depot (both now bisected by the Channel Tunnel Rail Link 'box')

3 The Greenway (which houses the Northern Outfall Sewer) crosses the southern part of the site. The areas to the north west, north east, east and south east of the site are urban and primarily residential in character. To the north lies Hackney Marshes and immediately north east is the New Spitalfields market. The areas to the south and south west of the site are primarily industrial in

character but with Stratford High Street changing with the construction of a number of high density residential developments.

4 The Olympic Park site has been divided by the applicant into 15 Planning Delivery Zones in order to aid the management of the project during the site preparation and venue construction phases.

Map showing Planning Delivery Zones



5 The first of two planning applications submitted in February 2007 comprises an application seeking permission for site preparation works, primarily earth works and other engineering operations, to provide the platform for the development of the venues and the park and secondly an application seeking permission for the venues, bridges and other buildings and infrastructure necessary for the operation of the Games themselves and then the transformation of the retained venues and the park to their Legacy form.

### 3.2 Site Preparation Application (07/90011)

6 The Site Preparation Planning Application is for development in connection with the 2012 Olympic and Paralympic Games and Legacy Transformation, comprising works and uses of land to facilitate the development of Olympic and Paralympic facilities and their Legacy Transformation, involving, inter alia:

- Bulk earthworks to formation levels (including demolition works, felling of trees, clearance of vegetation);
- Stockpiling of materials and the remediation of land;
- Construction compounds;
- Erection of perimeter enclosure for the period of the works;
- Construction of and works to river walls and works to waterways;
- Construction of and works to roads, means of access and junction alignments;
- Construction of logistic roads and construction bridges and one footbridge substructure;

- Laying of services, service diversions and service protection works; construction of utilities corridor, surface water drainage network and foul water tunnels; and
- Connections to host utilities.

### 3.3 Olympic & Legacy Transformation Application (07/90010)

7 The second application, the Olympic, Paralympic and Legacy Transformation Planning Application, is for development in connection with the 2012 Olympic Games and Paralympic Games and Legacy Transformation, involving, inter alia:

8 Purposes for the Games:

- Earthworks to finished levels,
- Sports, leisure and entertainment venues within class D2, (including ancillary service areas);
- Olympic Cauldron;
- Open space and circulation areas (involving soft and hard landscaping and associated structures);
- Under and over bridges;
- Utility structures (including wind turbine, pumping stations, electricity substation, telecommunication masts, Channel Tunnel Rail Link cooling box, an Energy Centre (including a Combined Cooling and Heating Plant and biomass boilers);
- Construction of buildings for use within classes A1, A2, A3, A4, A5;
- Construction of building for use as the International Broadcast Centre / Main Press Centre (including B1/B2) and Multi-storey car park;
- Erection of a perimeter enclosure for the period of the works; and
- Temporary coach parking areas.

- 9 In the period following the Games, the Legacy Transformation Phase involving, inter alia:
- Reconfiguration of road network to form Legacy distributor and local roads, cycleways, pedestrian footways and ancillary parking areas;
  - Dismantling and reconfiguration to form buildings within classes B1, B2 and B8;
  - Partial deconstruction, demolition, dismantling and construction of venues to form legacy sports, leisure and entertainment venues, servicing facilities, car parking, vehicular access and ancillary works for use within classes D1 and D2; and of over and under bridges and buildings and structures (including telecommunication masts);
  - Engineering earthworks involving the reconfiguration of levels and the laying out to provide permanent public open space (including outdoor sports facilities, play facilities, cycle circuit and ancillary facilities), allotments and sites for future development; and
  - Erection of perimeter enclosure for the period of the works.

### 3.4 Phasing

- 10 The two applications represent a very large, complex construction project on a large site. The separation of the proposals into site preparation and the construction of the facilities and venues and their Legacy Transformation together with the division of the site into Planning Delivery Zones (and later into subzones) will allow for the flexibility of developing different areas at different rates. Nevertheless, the project as a whole comprises four distinct phases;
- Site Preparation and Construction Phase: Site preparation and

groundworks and final land formation and construction of venues/facilities and laying out of the Olympic Park and any temporary overlay.

- Games Phase: Olympic Games and Paralympic Games
- Legacy Transformation Phase: Removal of temporary overlay and transformation of the retained venues and park to their legacy state
- Legacy Phase: Operational use of transformed legacy venues and park

## 4 Policies and Guidance

### 4.1 Introduction

- 1 One of the aims of siting the Olympic Park in East London is to ensure that the Games themselves and in particular the Legacy that is created will act as a catalyst for the wider regeneration of the area. This is enshrined in the London Olympic Games and Paralympic Games Act 2006. Section 5 of that Act states that in discharging its functions (including as Local Planning Authority), the ODA shall have regard in particular to:

- (5)
- (a) the desirability of making proper preparation for the London Olympics
  - (b) the desirability of maximising the benefits to be derived after the London Olympics from things done in preparation for them
  - (c) the terms of any planning permission already granted in connection with preparation for the London Olympics;
  - (d) any guidance issued by the Secretary of State (which may, in particular, refer to other documents); and

- (e) the development plan for any area in respect of which an order is made under section 149 of the Local Government, Planning and Land Act 1980 (c.65) by virtue of subsection (1) above, construed in accordance with section 38 of the Planning and Compulsory Purchase Act 2004 (c.5).
- 2 Significant weight needs to be given to the provisions of the London Olympic Games and Paralympic Games Act 2006 in the determination of applications by the ODA as planning authority.
  - 3 Aside from the prestige and sporting excellence of the Games themselves, the regeneration aim is entirely consistent with the broader aims of national, regional and strategic policy and guidance. In installing the infrastructure and preparing the site for the Games a substantial amount of investment will be brought forward allowing the area to be redeveloped comprehensively and at a faster rate than would otherwise be possible. Whilst elements of the development represent departures from the adopted Unitary Development Plans, much of this is likely to be temporary (e.g. loss of Metropolitan Open Land), and has to be viewed against the overall benefits that the proposals represent both for the site and the wider area. On balance, therefore, the applications are generally considered to be in accordance with the general aims of national, regional and local policies and guidance. Chapter Three of the main report contains a detailed assessment of national planning policies and guidance; regional policy including the London Plan and the relevant UDP policies and emerging LDF policies of the four Host London Boroughs, which apply to the site. It is pertinent to highlight some key policy matters, though the suite of policies are all relevant:

## 4.2 London Plan

- 4 The London Plan identifies East London as the Mayor's priority area for development, regeneration and infrastructure improvement and the Lower Lea Valley as an Opportunity Area. The GLA has published an Opportunity Area Planning Framework for the Lower Lea Valley (OAPF), which has as its vision: "To transform the Lower Lea Valley to become a vibrant, high quality and sustainable mixed use city district that is fully integrated into the urban fabric of London and is set within an unrivalled landscape that contains new high quality parkland and a unique network of waterways". The OAPF uses the land use assumptions of the 2006 Olympic Masterplan and sets out a series of development principles.
- 5 The Olympic Park proposals have the potential to contribute to the retention and enhancement of London's position as a world city. Whilst the proposals are generally policy compliant there are a number of detailed issues that have been raised which require conditions, planning obligations or other commitments as appropriate to ensure that the proposals are consistent with the Mayor's London Plan.

## 4.3 Host Borough Planning Policies and Proposal Maps

- 6 For the Host Borough UDP's the primary issues this chapter highlights are where the proposals will lead to 'departures' from the adopted development plans. These primarily involve impacts on Metropolitan Open Land, areas of Nature Conservation Importance or Green Space to be protected and areas of protected employment land. Very special circumstances are considered to exist to allow part of the development on

affected Metropolitan Open Land in accordance with Planning Policy Guidance Note (PPG) 2.

## 5 The Consultation Process and Responses

- 1 Between June and December 2006, the ODA as applicant carried out pre-application consultation with a wide variety of stakeholders, partners and the community using a range of methods. The process is described in the statement of participation accompanying the application as are the outcomes, but the events included road shows, design workshops, youth workshops and mobile exhibitions.
- 2 After the applications were submitted the Planning Decisions Team undertook a range of activities both to publicise and consult on the applications. This included a consultation leaflet delivered to addresses in a wide radius around the site; letters to all relevant statutory consultees (including the Host Boroughs and all other London Boroughs); letters to some 196 non-statutory organisations and stakeholders and to the London Thames Gateway Development Corporation and the Greater London Authority. In addition site notices were posted at 50 locations in and around the site, statutory notices were placed in local papers, copies of the application documents were supplied to local libraries and the Host Boroughs for their planning receptions and a series of travelling exhibitions were held at venues in all four Host Boroughs. In addition, PDT officers were invited to give briefings or attend meetings at all 4 Host Boroughs and a range of local partnerships. The process is described in more detail in Chapter Four of the main report. The first round of consultation resulted in some 292 responses of which some 184 were from individuals and 56% were objections.
- 3 The majority of responses related to the loss of the former Eastway Cycle Circuit and the asserted inadequacy of the proposed Legacy cycling facilities, followed by responses about the loss of the Manor Garden allotment site.
- 4 In addition, a range of non-statutory organisations responded, again the majority related to cycling and the Legacy cycling facilities, followed by the loss of the Manor Garden allotments. A range of other issues were also raised including around Open space (particularly areas lost temporarily), transport, the loop road, relocations, and the impacts of construction, access and connectivity. The statutory agencies and consultees variously gave substantial and detailed comments on a broad range of topics, reflecting the range of their responsibilities. The vast majority of the respondees indicated their support in principle for the Games and the Olympic Park and wished to work collaboratively to resolve the issues raised. Many of the responses included requests for further information and clarification as well as raising concerns about how flexibility could be built into various aspects of the Games proposals so as not to prejudice longer term Legacy aspirations as well as wishing to secure an agreed collaborative Legacy process.
- 5 The GLA initial informal response was aimed at highlighting a wide range of issues and matters where they considered further information was required as well as raising a number of concerns which needed to be

- addressed prior to the GLA formal Stage 1 response.
- 6 The Host Boroughs all had some particular concerns and objections to specific aspects of the proposals whilst supporting the principle of the Games. The detailed concerns varied between the Host Boroughs but included concerns that the Games loop road and the boundaries of the development platforms would unacceptably dictate the form of the Legacy Communities Development before the Legacy Masterplan Framework was produced; that the area of open space had been reduced compared to the 2004 permission; that access and connectivity in Legacy was inadequate; as well as a range of detailed matters relating to the telecommunication masts, the wind turbine, transport, sustainability targets, visual and other impacts.
  - 7 The Planning Decisions Team, having carried out its own initial assessment of the application and having received the results of the first round of consultation issued a request for further information under Regulation 19 of the Environmental Impact Assessment Regulations 1999. The applicant accordingly supplied the information requested and at the same time made some amendments to the application. The PDT consequently undertook a second round of consultation, again using leaflets sent to addresses around the park as well as letters to statutory and non-statutory consultees and public notices. This was combined with drop in sessions where individuals or groups could ask questions, make comments, inspect the revised application or debate a particular issue. The second round of consultation generated an increased number of responses, with again the majority from individuals. The proportion of objections fell with more who
  - were supportive, conditionally supportive or neutral. Again the majority of individual objections related to cycling and the allotments but round two included objections to the loss of the majority of the Kings Yard buildings.
  - 8 The non statutory organisations were again dominated by cycling groups but a significant group of letters were received from Save Britain's Heritage, the Victorian Society and the Hackney Society all objecting to the demolition of buildings at Kings Yard in order to construct the Energy Centre. A summary of these and other responses is attached as an appendix to the main report and they are dealt with in more detail in the main report. In round 2, the GLA provided their formal stage 1 response to the applications. This is summarised in Chapter Four of the main committee report and issues raised are addressed in the relevant section of the main report. In broad terms, the GLA welcomed the efforts the ODA had made to respond to the GLA's initial informal queries and concerns and to demonstrate compliance with the Mayor's planning policies. The letter then went on to highlight those matters that needed further discussion and more particularly assurance that some of them could be dealt with through the use of suitable conditions or commitments in a planning obligation document.
  - 9 The Host Boroughs remained supportive of the Games but, whilst recognising that some matters had been clarified satisfactorily, continued to express some concerns about a variety of matters which they felt had not yet been fully addressed. It was felt by the Host Boroughs that many could be dealt with by the use of suitable conditions or commitments in the planning obligation document.



- 10 Many of the statutory agencies supplied additional comments, this time geared more to the provision of detailed suggestions for conditions, informatives and planning obligations.
- 11 Where considered appropriate by PDT, issues in response to the consultation have been included in the recommended conditions and the heads of terms of the planning obligations.

## 6 Consideration of the Environmental Statement

### 6.1 Introduction

- 1 The applications were accompanied by a single substantial Environmental Statement (ES) including a Transport Assessment. The ES reports on the Environmental Impact Assessment of the proposals in each application and is accompanied by a non-technical summary. The procedure seeks to ensure that there is a systematic assessment of a project's likely significant environmental effects so that the importance of any predicted effects and the scope for mitigating them are understood by the public and the decision making body before it makes its decision.
- 2 Following the submission of the responses to the request under Regulation 19 for further information the ES is now considered to be compliant in its assessment of the environmental effects. Where mitigation measures are seen to be necessary to overcome likely significant effects those measures have been identified and where appropriate relevant planning conditions or planning obligations have been proposed.

All the elements of the ES are considered in detail in Chapter Five of the main committee report. This Executive Summary highlights some of the key considerations.

### 6.2 Traffic and Transport

- 3 A single Transport Assessment (TA) was submitted for the two applications. The TA covers four phases of the development by considering scenarios for:
  - a) Site Preparation and Construction Works (i.e. venues), taking 2008 as the year of maximum HGV traffic impact
  - b) London 2012 Olympic Games and Paralympic Games, with forecasts for the summer Games period.
  - c) Olympic and Legacy Facilities Transformation, taken to cover the construction period in 2013/2014 following the Games and the initial occupation of the Legacy venues.
  - d) Olympic and Legacy Facilities – operational, looking ahead to 2021 when the sporting venues, park and IBC/MPC are due to be fully operational in the context of wider regeneration in the Lower Lea Valley.
- 4 The TA assesses the development against two baselines, as 'do minimum' and a 'without scheme' and then assesses the cumulative effects of the development (i.e. with scheme).
- 5 The TA includes the committed transport schemes and most are assumed to be in place in both the 'without' and 'with' scheme assessments. The transport improvements set out in the Olympic Transport Plan are a key part in achieving the forecasts included in the TA and act in effect as mitigation to the effects of the

- development. These improvements include a range of public transport measures e.g. Jubilee Line upgrade, Javelin service and Highways projects e.g. East London Transit as well as the highway and public transport improvements associated with the Stratford City development.
- 6 The TA indicates that the effects at the various phases of the development are generally small. The majority of the mitigation measures require the support and participation of other stakeholders i.e. TfL and the Highway Authorities.
  - 7 During the Olympic Construction Phase it is assumed that only 8% of workers park on site, that there is a remote logistics centre and that deliveries and construction traffic is managed and timed to minimise impacts in peak periods. The general effects of the scheme are therefore considered small as construction related traffic is offset by the reduction in traffic from the relocated businesses and residents. There will need to be a series of management and mitigation measures including, for example, measures to prevent HGV's using local roads, shuttle buses to transport workers to the site (especially from Stratford Station), providing alternative pedestrian/cycle routes along the Greenway and Lea Navigation towpath and control of parking and traffic in neighbouring areas.
  - 8 During the Games, the focus on using public transport for the majority of spectators will result in pressure on many parts of the public transport system and a high level of management of the infrastructure and the public highway will be required. A number of additional effects are highlighted including the need for diversion routes as the River Lee Navigation towpath will be closed, provision is needed for a large amount of cycle parking and high levels of congestion will be felt on key rail routes and at local stations. These are catered for by a variety of measures including cycle parking in the Transport Malls and Victoria Park, the Javelin rail service and an enhanced DLR service, management of junctions and parking enforcement in neighbouring areas.
  - 9 During the Legacy Transformation Phase, the demolition and construction activity should be on a lower scale and involve fewer HGV's. As the Transformation Phase proceeds there should be progressive reopening of routes into and through the site and accessing the venues and the park. The Transformation Phase allows the chance to review the results of monitoring of junctions during the Construction and Games Phases, review parking and enforcement and traffic calming in neighbouring areas and the development of venue Travel Plans and event management and parking plans as well as an event coordination management system.
  - 10 In Legacy various further mitigation measures are proposed as set out in the main report and these include, further permanent Bridges, further monitoring and management of traffic and junctions, ongoing monitoring and parking management around and within the Olympic Park and improved bus service access to the park amongst others.
  - 11 In order to assist with the implementation of the mitigation measures and to ensure their proper coordination the TA suggests the creation of a Construction Transport Management Group, Event Management Plans and Travel Plans. It also proposes an Olympic Park Transport and Environmental Management Scheme (OPTEMS). The

OPTEMS Group managing OPTEMS would have members from the Host Boroughs as Highway Authorities, the LB Greenwich, TFL, LTGDC the PDT and the ODA (promoter). It would also oversee the Construction Transport Management Group. It would require access to funding, which will be provided for in the proposed planning obligation document. The main report concludes that the transport effects have been properly described and that, provided the mitigation measures are delivered, the applications are acceptable in terms of the transport effects. The majority of mitigation measures are secured through conditions and through the proposed planning obligation document.

### 6.3 Socio-Economic and Community Effects

- 12 This assesses four main areas: Social and Economic; Retail; Open Space and Sports and Leisure again during the four main Phases of the scheme. During the Olympic Construction Phase there will be a small increase in jobs (taking account of those lost through the displacement of businesses), with further significant temporary jobs and a large number of volunteers needed for the Games themselves as well as a predicted lasting positive boost to tourism to the UK and East London. In the Legacy Phase jobs will be created at the retained sporting venues and more particularly at the transformed IBC/MPC whilst the Olympic Park is expected to continue to attract visitors to view the site. There is anticipated to be an increased interest in participation in sport which would benefit both health and fitness and opportunities to participate for the local population.
- 13 The ES concludes that there will be benefits to the surrounding retail centres during all four Phases of the proposals given that the majority of the retail provision on the site will be temporary and geared towards food hall, merchandise and ticket sales.
- 14 The impact of the scheme proposals on existing open space and particularly existing metropolitan open land, how much open space the development will provide in Legacy and of that how much will be capable of designation as Metropolitan Open Land, has been a key issue during the consultation and assessment period. As a consequence, additional information was sought from the applicants in order to clarify matters. The ES identifies approximately 90 hectares of existing open space within the Olympic site. Much of this open space is of poor quality, not publicly accessible, fragmented and poorly connected to either public transport or the surrounding areas. The scheme proposes the creation of 109.9 hectares of open space (in Legacy), 45% of the present site. This compares to 126 hectares for the 2004 scheme, which was 46% of the site. However the latter included the open spaces provided within the development platforms and most of the Stratford City open spaces which the current scheme does not.
- 15 There is therefore the ability to increase the base level of open space by ensuring a sufficient quantity of open space within the development platform area to serve those developments and connecting those spaces to the main park to provide a series of connected spaces with a variety of characteristics and enhancing the overall open space offer. The existing site includes 70.5 hectares of Metropolitan Open Land (MOL). 32.5 hectares of this will be temporarily converted for other uses during the Games and then converted back to Open Space. This includes land at Arena

Fields, Eton Manor and East Marsh. Some 15.5 hectares of current MOL will be developed for other purposes and will not revert back to open space. However, the applicant has calculated that some 102.3 hectares of land which should be suitable for designation as MOL will be created post Games. This will result therefore in a net increase of 31.8 hectares of land suitable for MOL designation. Designation can only be undertaken by the Host Boroughs through the Local Development Framework process.

16 The ES demonstrates that there is a temporary loss of open space during the Olympic Construction and Games Phases, together with the permanent loss of some land currently designated as MOL. Nevertheless the ES and Regulation 19 response satisfactorily demonstrates that these losses are mitigated by an increase of publicly accessible open space of a far greater potential quality than that currently existing together with a potential increase in designatable MOL. There are provisions in suitable conditions and in the planning obligation document in respect of these issues which should ensure open space is provided within the development platforms and access to the Park achieved for the surrounding communities.

17 In terms of sports and leisure effects, the ES identifies that there is a shortfall of sports facilities in each of the Host Boroughs. During the Olympic Construction and Games Phase, 13 sports pitches are lost at East Marsh but this is mitigated by the upgrading of disused pitches on Hackney Marshes, and the Eastway Cycle Circuit is removed with temporary re-provision at Hog Hill. The Games themselves are anticipated to result in an increased interest in sport and sports participation. Following the Games and Legacy Transformation Phases, the

East Marsh pitches are reinstated and the Legacy Venues open providing facilities accessible to local people as well as for regional and national events. These facilities will provide some replacement and enhance and hugely expand the range, quantity and quality of sporting facilities available to both the local and wider sporting community.

## 6.4 Townscape and Visual

18 As the applications' site will be almost entirely cleared of existing buildings, the ES sets out the impacts of the proposals on the character of and views from the surrounding communities. Many of the proposed Games-time buildings and structures will be of a significant scale; some will be tall and during the Games they will be supplemented by additional temporary front and back of house accommodation which could produce a cluttered townscape. In mitigation, it is proposed to use consistent designs for bridges and street furniture and to 'dress' the temporary structures to provide a more exciting and consistent visual environment.

19 There are expected to be minimal impacts on strategic views (though the Wind Turbine will be relatively widely visible), but there are adverse visual impacts caused by the temporary loss of various open spaces, e.g. East Marsh and potential adverse impacts caused by the telecommunications masts, Energy Centre Flue and the Olympic Cauldron. In the case of telecommunications masts, mitigation has been addressed by the use of conditions, for example to ensure that any freestanding masts are temporary, with some being excluded from the consent where their impact would be unacceptable and any permanent provision being required to be integral to the legacy venues and

development. The details of the Energy Centre Flue and the Olympic Cauldron will be the subject of detailed approvals.

## 6.5 Energy and Carbon Emissions

20 The ES sets out the assessment of the energy use and associated carbon emissions of the project drawing on the energy statement and the Transport Assessment. The ODA's targets with respect to minimising CO<sub>2</sub> emissions are set out in the Sustainable Development Strategy and are explained in the main report. There will be a significant energy demand during the Construction Phases as well as during the Games. The assessment has used a process of benchmarking against comparable venues and set a baseline for emissions for the site in a without scheme scenario. This concludes that the effects will be generally neutral in a regional and national context and a significant proportion of energy demand will be met by the CCHP and renewable energy power and heat generation and distribution and proposed energy efficiency. This is considered satisfactory but the renewable energy and carbon emissions targets should be the subject of suitable conditions and planning obligations.

## 6.6 Microclimate

21 The ES assesses the availability of sunlight and daylight at various locations around the site and also assesses the likely wind effects of tall buildings on the pedestrian and water environment.

22 The sunlight and daylight assessment used models of the existing and proposed (2012) site and its surroundings and then carried out simulations at 55 locations for sunlight and 54 locations for daylight.

23 No likely significant effects are identified in the ES from the proposed venues and the required levels of sunlight and daylight will be achieved in buildings surrounding the site. There will be some overshadowing of waterways caused by the proposed bridges, including some ecological impacts. For wind, the assessment has shown effects ranging from neutral to minor adverse as there will be changes to the wind environment caused by the development. The detailed design of some of the structures will need to include measures to mitigate against unacceptable increases in wind speed at the pedestrian level. This will be done by requiring wind tunnel testing of the detailed designs when they are submitted for approval.

## 6.7 Archaeology and Cultural Heritage

24 The proposed Olympic Park is almost entirely an Archaeological Priority Area and the nature of the area means that there is potential for the presence of remains, particularly prehistoric in waterlogged ground or below alluvial deposits.

25 The ground remodelling and construction are likely to have a potentially significant impact on buried archaeology, but it also presents an opportunity to investigate, record, preserve and rescue archaeological finds as appropriate. There are no listed buildings or conservation areas within the site and only five locally listed structures. Some 50 features of built heritage interest have been identified. These will be recorded. The Olympic Construction Phase will have minor or moderately adverse effects on archaeology, but overall it will be minor adverse. The Legacy Transformation Phase will have further effects, some beneficial (e.g. on settings of built heritage)

others such as further construction may impact on archaeology not affected by the first round of construction. The mitigation is primarily through enabling a rigorous process of archaeological investigation and recording across the whole site thus benefiting all interested parties by the increase in information and knowledge of the area.

- 26 This is considered acceptable and is captured by suitable conditions and the Code of Construction Practice.

## 6.8 Soil Conditions, Ground Water and Contamination

- 27 There is widespread contamination across the Olympic Park site, due to the nature of the previous uses, and remediation of this contamination is necessary for the development to go ahead. Remediation primarily takes place during the Olympic Construction Phase. Overall, the Olympic and Legacy development will lead to major beneficial effects on soil and ground water quality over the whole site. The remediation measures bring permanent benefits by preparing the land for future development. This does not however allow for the full range of possible future uses and further remediation works may be required (for example for houses with gardens) at the Legacy Communities Phase.
- 28 The Code of Construction Practice, together with the Topical Environmental Management Plans, is intended to ensure that new soil and ground water contamination is minimised during the construction periods.
- 29 Officers are satisfied that the ES satisfactorily assesses the likely effects of the proposals on soil conditions, ground water and contamination. It also sets out

appropriate mitigation measures to be delivered principally through the Code of Construction Practice but also through the detailed design of the proposed development. Appropriate conditions will be used to regulate the construction and remediation process to ensure that this mitigation is delivered.

## 6.9 Water Environment

- 30 The Olympic Park site proposals give rise to a range of effects on the water environment given the extensive network of waterways running through and on the boundaries of the site. The ES describes the River Lea system which in the Olympic Park provides a complex interrelated series of waterways both freshwater and tidal. The latter will change to freshwater with the completion of the Prescott Lock water control scheme.
- 31 The baseline assessment explains that the standard of flood protection varies and that parts of the site could be at risk from overland flooding. There is also an effect on water quality caused by discharge of effluent into the water system during storm events. Currently the overall assessment is that water quality is poor. The site has no sustainable drainage system at the moment. A number of adverse impacts are identified during the construction period and the Games. These include, amongst others, overshadowing of the watercourses by bridge structures, narrowing of the City Mill River by the construction of river walls and the infilling of Pudding Mill River and Bully Point pond. However there are also beneficial impacts such as the widening of other water courses elsewhere, which increases capacity (decreasing flood risk), the creation of wetlands and the proposed use of sustainable urban drainage.

32 Mitigation measures to protect the water environment are generally secured through the Code of Construction Practice and related Environmental Management Plans and conditions requiring the submission of the detailed design of landscaping including wetland areas and the use of Sustainable Urban Drainage (SUDS).

## 6.10 Terrestrial Ecology and Nature Conservation

33 The ES identifies the key ecological features of value within the site in terms of habitats and species and evaluates the effects of the Olympic proposals. The site includes some areas of ecological value. These include part of the Lea Valley site of Metropolitan Importance, four Grade 1 sites of Borough importance (Eastway Cycle Circuit, Bully Point Pond, the Greenway and Old Ford Nature Reserve and the Waterworks and City Mill rivers) and one Grade 2 site of Borough importance (Arena Fields). A variety of habitats have also been created by the under use of much of the site creating 'wasteland' habitat which thus becomes attractive to various invertebrates and rare birds such as the Black Redstart.

34 The implementation of the Olympic related development will lead to a loss of wasteland, scrub, woodland habitat and marginal vegetation which will thus remove the habitat for a variety of breeding birds, reptiles, amphibians and invertebrates.

35 A beneficial effect will be created by removing large areas of invasive species such as Japanese Knotweed. Up to and during the Games there will be little opportunity, except in and around the waterways, for much planting because of the large areas of concourse which are required for visitors, workers, competitors and spectators.

36 The Environment Statement identifies a baseline of some 92.8 hectares of ecological habitat, with 48.8 hectares being lost in the Games Phase. The conversion of much of the concourse areas into open space during the Legacy Transformation Phase will bring with it the opportunity to create new habitats and also the opportunity to create a more comprehensive network of linked habitats, linked to the wider valley. The overall benefit however is limited by the net loss of semi-natural habitat.

37 Mitigation is provided by procedures to ensure the protection of various retained habitats (e.g. Old Ford Nature Reserve) set out in the Code of Construction Practice, an Ecology Management Plan and a Biodiversity Action Plan. These are the subject of the planning obligation document and/or suitable conditions. Officers consider the overall assessment to be satisfactory and recognise that the nature of the proposals inevitably result in a significant loss of wasteland and other habitat. This can be offset however by effective protection of those areas being retained and by ensuring that the detailed design of the Legacy Development creates a variety of new habitats managed to enhance and expand the biodiversity of the area.

## 6.11 Air Quality

38 All or part of the Host Borough areas are covered by existing Air Quality Management Areas. It is therefore important that the Environmental Statement clearly identifies any aspects of the proposals which might impact on air quality. The Environmental Statement identifies three main areas: dust from demolition and construction, vehicle emissions and emissions from the proposed energy centre.

- 39 The Environmental Statement identifies only likely minor localised effects from dust both in the Site Preparation and Olympic Construction and the Legacy Transformation Phases. It also concludes that there are no likely significant effects caused by vehicle emissions.
- 40 The Energy Centre would be likely to have no significant effects on pollution concentration at the nearest existing residential properties but this will have to be reassessed if any new residential development is proposed adjacent to the Energy Centre in Legacy. There may however be localised effects caused by the temporary Games time generators. Mitigation is delivered through the Code of Construction Practice and the use of conditions.

## 6.12 Noise and Vibration

- 41 The background survey work undertaken for the ES indicates that the existing noise environment is typical of a fairly busy urban area with the majority of existing noise sensitive locations being subject to relatively high noise levels, mainly due to road traffic and rail noise. The construction periods will be the principal source of noise for surrounding residents and occupiers followed by noise during the Games themselves, but obviously only for a relatively short period of time. In the Legacy Phase, the main noise effects are those from major events at the Legacy venues.
- 42 The ES also makes clear that the predicted noise from the wind turbine will be well below background noise levels.
- 43 A series of mitigation measures including controlling the location and type of plant and machinery, managing construction traffic routes, controlling impact piling are proposed together with the provision of noise insulation for affected properties if noise is predicted to go above certain limits.
- 44 Officers are satisfied that the ES adequately assesses the likely noise and vibration the proposals will cause and proposes a suitable range of mitigation measures which are captured by conditions and the planning obligation document as well as further controls using the Control of Pollution Act.

## 6.13 Electromagnetic Radiation

- 45 The ES assesses the electromagnetic radiation and radio interference likely at the various Phases of the development and also addresses the likely effects of the proposals on television and radio reception in the surrounding area.
- 46 This concluded that cranes and other temporary tall structures during the early stages of Olympic Construction Phase will cause some effects on TV reception in a small number of households for temporary periods, but more significant effects will emerge as buildings are constructed. The main effects are likely to be caused by the Stadium and the Velodrome and to a lesser extent by the wind turbine. The proposed mitigation is captured by the planning obligation document which ensures that the areas at risk are identified, pre and post construction surveys are carried out and works undertaken to restore TV reception to its pre construction level. The ES also concludes that there will be a minor beneficial or neutral effect on general Electromagnetic Radiation as a result of the undergrounding of the overhead high voltage power lines.



## 6.14 Conclusion

- 47 Officers have concluded overall that, with the submission of the additional information and clarification of particular matters following the request under Regulation 19 of the Environmental Impact Assessment Regulations, the ES is now satisfactory. Where mitigation for particularly significant likely environmental effects have been identified conditions to be attached to any permission granted have been recommended or items identified in the proposed Heads of Terms for the proposed planning obligation document.

# 7 Assessment of Issues

## 7.1 Introduction

- 1 In assessing these applications, the PDT have considered the application proposals and the accompanying Environmental Statement against national, regional and local policies and guidance, together with the results of the two rounds of consultation. Chapter Six of the main report describes the policy and other material considerations which the PDT have taken into account in reaching the recommendations. This executive summary highlights some key issues and conclusions of that assessment. It does not summarise every issue discussed in the main report.

## 7.2 Policy Compliance

- 2 The main report considers all the relevant national, regional and local planning policies and guidance. There is recognition that there are some aspects of the proposal which can be considered as a departure

from the development plan. This is principally the issue of impact on areas designated as Metropolitan Open Land as well as sites of Nature Conservation Importance, followed by impacts on particular areas designated for employment use. In Newham there is also the loss of residential accommodation at Clays Lane.

- 3 The report concludes that, although there are some losses of important sites in particular locations the balance overall is that additional open space will be created, which will have the ability to be designated as Metropolitan Open Land leading to a potential increase compared to present. There are considered to be very special circumstances in PPG2 terms for the loss of areas of Metropolitan Open Land in the interim. The nature of the proposals does lead to a significant loss of wasteland habitat and to a loss of particular sites of Nature Conservation Importance. Some existing areas of habitat are retained and protected but these are small (outside Old Ford Nature Reserve). This loss was also envisaged by the 2004 permissions. The report on these applications accepts that the scale of the remediation, earth moving and reprofiling of the site, together with the removal of invasive species like Japanese Knotweed, necessarily results in a major loss of existing habitat. The report concludes that this loss is unavoidable if the overall Olympic Park proposals are to proceed and the emphasis therefore has to be placed on ensuring that the detailed design of the Legacy Park must include proposals for the creation of a wide variety of habitats, with some mitigation (including potentially a limited amount off-site) in the interim. The loss of the residential units at Clays Lane is proposed in a separate application to be off-set by the new units to be created at the site to form part of the Olympic village and then a mix of residential units in the Legacy Phase.

- 4 In conclusion, therefore, the PDT is satisfied that the departure from policies and proposals identified are acceptable in this case and that, on balance, the benefits of the development outweigh the individual policy losses. The principle of the proposals in the Site Preparation and the Facilities and Legacy Transformation applications are considered acceptable.

### 7.3 Regeneration & Legacy Masterplan Framework

- 5 The hosting of the 2012 Olympics and Paralympics Games provides a unique opportunity to regenerate a substantial area of land in East London and for that redevelopment to act as a catalyst for the regeneration of the wider Lower Lea Valley area. This formed a key component of the decision to make a bid to host the Games and of the bid itself. The applications therefore have been considered in that context. The assessment concludes that some of the key regeneration benefits derived from the applications are the remediation of contaminated land; the provision of utilities infrastructure with a capacity to serve the Games, the Legacy Venues and an Opportunity Area Planning Framework based Legacy Communities Development; new roads, cycle and pedestrians paths together with new bridges, Greenway improvements and public transport improvement; the provision of a new park; the provision of significant new sports and leisure venues providing for a wide range of activities; the provision of employment most particularly in the retained and converted International Broadcast Centre/ Media Press Centre buildings and the creation of remediated serviced plots for future development.

- 6 This view is shared by many of the key stakeholders who all expressed their in

principle support for the applications because of the regenerative benefits they would bring. Unlike the 2004 applications, these applications do not contain specific proposals for the redevelopment platforms which will be created during the Legacy Transformation Phase. It is intended that these proposals will come forward following joint partnership working and community engagement to produce a Legacy Masterplan Framework in 2009. The key issues are firstly to ensure that the current applications do not compromise the sustainable and efficient development of the Legacy Communities proposals and secondly to ensure that the principles and process for the Legacy Masterplan Framework are captured by the proposed planning obligation document accompanying the decisions on these applications. This ensures that matters of concern raised during the consultations and assessment can be addressed during the formulation of the Legacy Masterplan Framework. This would include, for example, the relocation and realignment of the Loop Road (especially along the western boundary of the site), permanent bridges across the River Lee Navigation, waterborne access and transport, connectivity, and park development boundary edge.

- 7 PDT Officers consider that the timetable for the production of the Legacy Masterplan Framework and the envisaged submission of the related planning application, together with the conditions and planning obligation document in relation to a grant of these 2 applications, will ensure that the application proposals will not compromise the Legacies Communities Development as well as ensure that a number of Legacy related concerns raised during consultations are addressed.

## 7.4 Design & Access

- 8 For a development of the nature of the Olympic Park it is of great importance that the design of all the retained venues, Legacy Park and public realm are of high quality and represent best practice in terms of access and inclusivity. The applications are accompanied by a design and access statement as supporting material which sets out the applicant's commitment to good design and equality of access. It explains the three overall design principles as fit for purpose, value for money and identity and character and then goes on to describe the various main elements of the Olympic site in relation to these principles. These are fully described in Chapter Six of the main report.
- 9 PDT officers consider it important to ensure that the applicants commit to seeking a high quality of design and that this is followed through by a condition to require an Urban Design and Landscape Framework incorporating the principles of the Design and Access statement as well as design criteria for the various elements of the site. The reserved matters application will be expected to demonstrate compliance with the Urban Design and Landscape Framework. Suitable commitments generally have been included in the planning obligation document and conditions proposed.
- 10 For the Games and in the Legacy Phase it is very important to ensure that the whole site and venues are accessible to all as far as possible. The main report explains how the applicant has addressed this matter in the Design and Access Statement. The principles set out in the statement are acceptable and the planning obligation document includes a series of commitments including working with the Built Environment

Access Panel and the Accessible Transport Consultative Panel who will provide expert advice on the emerging detailed designs, as well as inclusive access statements for each venue, and a number of design quality objectives.

- 11 There is a commitment to standards of best practice in inclusive design and to consult the Access and Inclusion Forum on these standards.
- 12 The overall commitment is one of ensuring that the principles of inclusive design will inform and be fully integrated into the detailed design of the Park and Venues. PDT officers are satisfied that the planning obligation document appropriately provides for inclusive design principles to be incorporated into the development.

## 7.5 Connectivity and Permeability

- 13 A core objective of the applications and the overall Olympic proposals is to ensure that this fragmented and largely inaccessible site is 'stitched together' in the Legacy Phase to provide a significant new park containing sport and leisure facilities, connecting not only to the north and south into the wider Lea Valley but also connecting to the existing communities surrounding the site.
- 14 The applications provide for a large number of temporary and permanent bridges at various stages of the development which would fulfil these objectives but the consultation and assessment highlighted some key issues.
- 15 These included that the Loop Road, particularly along the western boundary, if retained, together with the development platforms and retained large buildings, could act as barriers to movement into and across

the park; that bridges across the River Lee Navigation are only temporary during the Games and permanent highway / pedestrian / cycle bridges will only be developed with the development of the adjacent development platforms; that the application does not include details of access across Stratford High Street connecting the Greenway either in Games or Legacy; that there is a lack of clear commitment to access PDZ3 from the Greenway in Legacy and insufficient connections to the site from Waltham Forest.

- 16 In order to address these issues the proposed conditions and planning obligation document between them provide for the Legacy Masterplan Framework to address the issue of the Loop Road realignment and relocation, secondly, that if necessary at least two pedestrian cycle bridges should be provided across the River Lee Navigation pending the permanent road/pedestrian/cycleway solutions, that key pedestrian cycle routes should be provided across the site in conjunction with the opening of the Park and venues in the Legacy Phase, that access from the Greenway to PDZ3 should be provided, a feasibility study to provide both a Games time link and than a Legacy link (if different) across Stratford High Street should be provided, and lastly the land bridges across Ruckholt Road and the A12 should improve pedestrian access from the north east area of the park.
- 17 It is recognised, however, that this can only provide partial mitigation. Other improvements will come through the provision of improved access from the 'Leyton ladder' into the Stratford City site and from there into the Olympic Park from the east. Otherwise the significant amount

of rail and road infrastructure remains a significant barrier to the north east of the site.

- 18 Overall, the proposals in the application will dramatically improve connectivity and permeability through and across the Olympic Park site. The key issues raised have been addressed to PDT satisfaction by the planning obligation document and conditions, and whilst the solutions may not go as far as some consultees would wish, the PDT consider them acceptable in the circumstances to provide a satisfactory level of connectivity to the Park and Venues from all directions.

## 7.6 Integration

- 19 This section of the main report highlights two main issues relating to integration: firstly specific issues being discussed with the developers of the Stratford City site relating to integrating and coordinating the two sites and secondly the concerns of the Host Boroughs relating to the development platforms. In relation to the issue of Stratford City integration and co-ordination, it is proposed to deal with this by condition or planning obligation in respect of removing temporary Olympic-related development not required in the Legacy Phase from the overlap areas prior to the end of the Legacy Transformation Development. That will be mirrored by a commitment in any grant of current Stratford City development planning applications not to carry out development which does not accord with the Olympic Development during that time. In addition, where there are transport junction improvements to be undertaken and/or funded partly by both of the Olympic and Stratford City developments, the recommended planning obligation document in the OPTEMS (Transport)

Group provisions provides for the OPTEMS Group to liaise with the Stratford City Developer (and similar Stratford City STIG (Transport) Group) to deal with these issues.

- 20 The planning obligation document provides for the Legacy Masterplan Framework to include consideration of the character of the Development Platform/Park Boundary edge relationship. This is aimed at making the development platform edges more ‘fuzzy’ and allowing wider considerations of connectivity, built form and relationship to retained venues to be addressed through the Legacy Masterplan Framework process.

## 7.7 Construction

- 21 The development of the Olympic Park and then, following the Games, the transformation of the park and venues into their Legacy mode, is a huge construction project which has the potential to cause significant impacts. Many of the consultation respondents expressed concerns about these likely impacts and there is an expectation that these would be controlled and managed. The applicants themselves recognise that for such a complex project, where a large number of workers will be engaged on a series of simultaneous contracts to build various aspects of the Park and the venues, it is essential that there are efficient logistical and management arrangements in place. They have therefore proposed and produced a Code of Construction Practice (which has been amended following submission in discussions with the PDT) which will be incorporated into the construction contracts.
- 22 The main report explains the broad areas which the Code of Construction Practice covers and those additional detailed matters

which will require further submission. The principle of utilising a Code of Construction Practice and requiring all contractors to comply with it is acceptable to the PDT.

- 23 In addition to the Code of Construction Practice itself, the proposed planning obligation document and conditions ensure, for example, a noise monitoring and prediction system which will lead to the provision of noise mitigation measures or temporary rehousing for those properties which might be subject to unacceptable levels of noise.
- 24 Although the PDT is largely satisfied with the emerging Code of Construction Practice, there has been a great deal of discussion around whether and how hours of work at the site should be controlled. Environmental Health Officers from the four Host Boroughs recommend the use of a condition regularly used to define ‘normal’ working hours for major developments. The condition is worded to make clear that these hours only really relate to works which would cause measurable increases in noise at sensitive locations (e.g. homes and schools).
- 25 For much of the site and for many of the activities being undertaken, much longer hours of work will be possible. For a project with a ‘fixed opening date’ like the Games, in a busy urban area where wide loads and freight trains for example may have to arrive at night, the applicant has been unhappy with the proposed condition.
- 26 The applicant would have preferred explicitly longer working hours to reduce expectations in the community. The PDT has considered these views very carefully but considers that the condition proposed still provides the flexibility the promoter requires whilst making explicit the need for

the promoter to work closely with Borough Environmental Health Officers who have the responsibility of administering 'dispensations' under the Control of Pollution Act. It is entirely appropriate for the planning system to ensure that a balance is achieved between protecting the community from unacceptable impacts and allowing development to proceed.

- 27 The PDT considers that the condition proposed achieves this balance, particularly if the promoter develops an efficient working relationship with Environmental Health Officers to utilise the S61 process to agree variations. Overall, the PDT is satisfied that the Code of Construction Practice, the planning conditions and the planning obligations will ensure that the environmental effects of the construction will be properly mitigated and controlled.

## 7.8 Principal Structures

- 28 The main report considers each of the main venues in turn at both the Games and Legacy Phases drawing out any particular issues these might have and how these are mitigated or controlled. For the majority of venues there are no particular issues of concern beyond ensuring that the detailed designs are of sufficient quality, relate well to their surroundings and are properly connected to surrounding communities and public transport routes.
- 29 The requirement to submit full details for each venue will ensure that all these matters will be submitted for assessment and approval. There remain, however, some buildings and structures which have led to concerns particularly from consultees.
- 30 These include the scale and location of the IBC/MPC in relation to the housing facing it

across the River Lee Navigation; the scale, location and design of the multi-storey car park; the scale and location of the proposed energy centre and the flue and nearby spectator support building with their consequent impact on Kings Yard; the scale and location of the electricity sub-station; the visual and other impacts of the wind turbine and the acceptability or otherwise of the Legacy cycling facilities.

- 31 The PDT has considered all the matters raised very carefully when assessing the proposals and has concluded that with the appropriate safeguards provided by the proposed conditions and planning obligation, together with the proposed conditions to either require further details or control particular impacts, all the principal structures proposed are acceptable.

## 7.9 Transport

- 32 The applications were accompanied by a Transport Assessment and further information was requested by the PDT. The Transport Assessment largely identified that most impacts were minor but that there is the potential for adverse impacts during the Games and in Legacy when there are major events. The assessment around these issues has therefore concentrated on a number of key areas including:
- ensuring public transport access meets the needs of the development in each Phase and that other users are not inconvenienced;
  - that the required public transport improvements are secured;
  - that access for pedestrians and cyclists into and across the Olympic Park area is maximised after the Games;
  - that use of public transport is maximised after the Games;

- that the impacts of construction are addressed and controlled (e.g. HGVs access, delivery hours, workforce, road closures etc);
  - that pressure on local streets from rat running and parking is controlled; and
  - that parking at Legacy venues is set at an appropriate level and put in appropriate places.
- 33 These issues were echoed by many of the consultation responses, but responses from the Boroughs and TfL also included proposals for specific public transport improvements e.g. station improvements as well as wishing to see parking at the Olympic Legacy venues minimised so as to cater for operational needs and not parking for spectators at events. A particular concern is the proposal to retain the whole multi storey car park in Legacy.
- 34 Winning the Olympic bid has undoubtedly resulted in major improvements to public transport in and around Stratford which will provide long lasting benefits into the Legacy Phase. This is supplemented by the additional Games time arrangements to be set out in the Olympic Transport Plan. Assurances have been sought from the applicant that the Olympic Transport Plan overall will be delivered, and those assurances have been given. Other matters are also covered by conditions or planning obligation covenants e.g. access from West Ham Station to the ramp to the Greenway and Stratford High Street crossing.
- 35 Overall, the PDT is satisfied that the general transport arrangements for the Games are acceptable. During the initial construction period, however, the road closures necessary to amalgamate the site affect buses, pedestrians and cyclists. The main bus route concerned has been diverted and alternative arrangements have been provided for pedestrians and cyclists. It remains important, however, to ensure that the routes for construction vehicles are controlled and access and delivery times managed to avoid conflict with the peak periods on the road network.
- 36 It is also important to prevent parking by construction workers in adjacent areas around the site whilst ensuring that bus services are improved if necessary to cope with additional workers converging on Stratford and shuttle buses provided from Stratford station to the site entrance. A number of measures are proposed including a Construction Transport Management Plan overseen by a Construction Transport Management Group which will include monitoring and taking action to address unexpected impacts.
- 37 The Olympic proposals will require a series of remote highway junctions to be improved which has to be undertaken with or by the Local Highway Authority or TfL.
- 38 It is proposed therefore to create a group to oversee decisions on and management of the programme of transport mitigation measures in the Olympic Park Transport and Environmental Management Scheme (OPTEMS). Membership would include the Host Boroughs, LTGDC and TFL, as well as the ODA and PDT and there would be a fund to use for the purposes outlined or for additional measures identified by the group as required.
- 39 This proposal has been welcomed as a practical suggestion by the PDT and accepted by the Host Boroughs and TfL in principle. In order to maximise public transport usage and minimise car usage at

the Legacy venues it is important that Travel Plans are produced and monitored for each Legacy Venue together with Event Management Plans and site wide event coordination. This is captured by the use of suitable conditions and planning obligations.

40 A key area of ongoing debate has been the issue in relation to the amount of car parking to be provided at each venue in the Legacy Phase. The Host Boroughs, GLA and the PDT have accepted the level of parking at the site for the Games which is primarily for the media, officials and 'Olympic family' with the only spectator parking being that for disabled visitors.

41 The fact that the Games spectators will largely access the site by public transport, cycling and walking has been welcomed. Nevertheless, the PDT (supported by the Host Boroughs and the GLA) consider that in the Legacy Phase, the Olympic Park and the retained venues should take advantage of the considerable investment in public transport accessibility to the site, have greater policy compliance in recognising that the overall ethos is now one of parking restraint and only provide parking at the retained venues and the IBC/MPC (as transformed) necessary for day to day and event operational needs or as required by London Plan Policy.

42 This view has caused some concern to the ODA promoter which has sought to retain the 1300 space multi-storey car park to serve the retained employment space with some spaces in addition to serve the Legacy multi use sports venue.

43 A variety of arguments as to how the remaining spaces might be used, centre around providing car parking for spectators for major events at the stadium and other

venues but it has been clear that in the absence of Legacy owners for the venues and the park and complete business plans with event calendars, it is not yet fully clear how often these spaces might be required or owned or managed. It is also clear that there would be likely to be pressure to maximise the use of these 'vacant' parking spaces by allowing their use in connection with the employment space during business hours. As the retention of the whole MSCP has been applied for in the Legacy Phase, the PDT did not consider it appropriate to leave the issue open and unresolved and, so it is a matter which requires consideration now.

44 The PDT accordingly considers it appropriate to set a maximum level of parking within the MSCP for the retained IBC/MPC floor space and levels of parking for all the retained venues, primarily located at each venue aimed at catering for day to day and event operational needs (i.e. operators, competitors, media etc) and not for spectators apart from spaces for blue badge holders. Suitable conditions are therefore proposed.

45 With the conditions and the planning obligations in place, it is considered that the transport impacts of the development are likely to be acceptable and that the public transport schemes associated with the Games will bring significant benefits to the area.

## 7.10 Open Space

46 The main report describes how the amount of open space and particularly a comparison to the 2004 application has been raised as an issue by the Boroughs and the GLA, in particular, as well as other consultees; as has the impact on



designated Metropolitan Open Land. The report has also described how much of the site contains open space that is not particularly accessible, was fragmented and had been subject to poor management and maintenance or fallen into disuse. Some consultees, Newham in particular, were also concerned that the proposed park appeared unduly narrow and constricted at the southern end and thus would hinder the overall shared objectives of creating a linear park stretching from the northern end of the Lea Valley to the Thames.

- 47 In assessing the application and the views expressed, the PDT has concluded that the park proposed is still a significant piece of open space in real terms, proportionally similar to the 2004 scheme, although smaller due to the smaller 2007 scheme site and will provide a major new facility in this part of London capable of catering for a wide range of recreational activities.
- 48 At the same time, the PDT has sought to ensure that some key objectives are achieved by the use of conditions or planning obligations. These include the provision for a Legacy Park Management Plan, ensuring a minimum size for the open space (potentially designatable MOL), ensuring that access to the park from surrounding communities is provided and maintained and providing for opportunities to be taken to expand the park into the development platforms by reviewing the DP/Park boundaries during the Legacy Masterplan Framework process. With these in place, the PDT considers the overall open space proposals acceptable.

## 7.11 Relocations

- 49 The main report includes an update on progress with relocating occupiers from the Olympic Park site. The majority of land interests were acquired by the LDA by agreement with remaining interests acquired by the use of a Compulsory Purchase Order, confirmed following a public inquiry.
- 50 The update on progress demonstrates that the majority of occupiers were to have moved out of the site by the end of July, but that a few specific occupiers are being allowed to remain for specific additional periods until their relocation sites are available or to the end of the growing season. These include the Bus Garages, Travellers, Rail Sidings and Manor Garden Allotments.
- 51 The relocation of occupiers from the park and any issues arising from the specific individual arrangements were matters debated through the Compulsory Purchase Order Public Inquiry and thoroughly considered by the Inquiry Inspector and Secretary of State for trade and Industry, as was the principle of requiring a cleared site in order to construct the Olympic Park. PDT has considered the facilities to be re-provided in the Olympic Park in the Legacy Phase and whether the provisions being proposed are acceptable in principle. This includes the debate over the Legacy cycling provision and the allotments, where the PDT concludes that with adequate safeguards the Legacy proposals are acceptable, as set out in more detail in the main report.

## 7.12 Energy and Waste

- 52 The main report describes how the application proposes the construction of an Energy Centre at Kings Yard, containing a gas-fired Combined Cooling Heating and Power Plant to serve the Legacy Venues and the northern part of the Stratford City site, together with a biomass boiler. The Kings Yard complex will be capable of expansion to meet Legacy renewable requirements. In addition, the application proposes the erection of a wind turbine at Eton Manor. The applicant has also produced a Sustainable Development Strategy which identifies twelve sustainable development objectives to minimise carbon emissions, produce energy efficient buildings etc. The application and ES proposes to achieve a combined 20% reduction in carbon dioxide emissions from on-site renewable sources. This complies with the target set by the Further Alterations of the London Plan.
- 53 The overall approach to energy and CO<sup>2</sup> emissions is compliant with adopted and emerging London Plan policies. The conditions and proposed planning obligation address the issue of the development's carbon dioxide emissions targets as well as ensuring that an energy appraisal is submitted for each building prior to construction.
- 54 The applications and ES aim to minimise waste and use of materials, and maximise re use and recycling. The general principles of the waste strategy are acceptable, including the commitment to 90% re-use and recycling of waste; the planning obligations and conditions include sustainability targets and arrangements for reporting on progress.

## 7.13 Telecommunications

- 55 The applications include the erection of 11 telecommunications masts and associated equipment cabins and compounds of which seven would remain in the Legacy Phase. The application presumes and applies for the reasonable worst case with 35 metre masts able to host a range of antennae.
- 56 All the Host Boroughs have objected to the principle of using freestanding masts and have singled out, in addition, particular masts which they consider unacceptable due to their visual impact even on a temporary basis. There have also been letters of objection from local residents, the New Lammas Lands Defence Committee and Hackney Marsh Users Group.
- 57 PDT officers share the concerns about the siting of particular masts and although there is recognition that telecommunications equipment will be required both during the Games and in the Legacy Phase, PDT considered that this should be accommodated by incorporating antennae within buildings and not using free standing masts. The applicant's general approach of applying for freestanding masts and endeavouring to incorporate antennae into buildings where possible as an aspiration is not considered acceptable.
- 58 Officers have therefore proposed the use of a condition requiring the submission and approval of a Telecommunications Statement which demonstrates how equipment is incorporated into the permanent buildings, allowing temporary masts where this is not possible and requiring details of their design and appearance. All masts will have to be removed by the end of December 2013 unless a separate permission is granted to keep them.

59 PDT officers consider that this is the most appropriate course of action to ensure that the visual impact of these structures are minimised whilst allowing for the necessary signal coverage of the site.

## 7.14 Employment and Training

60 There has been a general ambition to ensure that local people have access to appropriate skills training and job brokerage arrangements to enable them to compete for the jobs to be created at all stages of the Olympics development. There is also a concern to ensure that local businesses are similarly able to access opportunities to provide goods and services to the project. The 2004 permissions required the establishment of a Local Employment and Training Framework and although not progressed in relation to those permissions, a LETF has been developed and agreed collaboratively by the LDA and five Olympic Host Boroughs (Greenwich, Hackney, Newham, Tower Hamlets and Waltham Forest) which have formed a five Borough Partnership Board to manage its implementation. The LETF is being funded by the LDA until 2009, a period that reflects its current funding cycles. In support of the LETF, the Host Boroughs and the LB Greenwich, LDA, ODA and others have launched a local service called BOOST to match local people and businesses to the opportunities generated by the ODA, CLM and the contractors working on the Park. This again is funded until March 2009. These initiatives are in addition to a number of local Borough initiatives centred around skills training, jobs brokerage and facilitating access to opportunities for local businesses.

61 The PDT is satisfied with the scope of the activities being undertaken but wishes to ensure that these are secured beyond the current 2009 funding. Accordingly the

planning obligation commits the LDA to seeking further funding for the LETF (and the ODA if the LDA does not obtain such funding) and in addition the ODA will encourage its contractors to use BOOST, work with the Stratford City developers to maximise the effectiveness of the Stratford City jobs brokerage and training initiatives, monitor progress and, if BOOST funding is not available after 2009, work with partners to implement alternative appropriate arrangements.

62 The PDT considers that the planning obligations ensure a range of acceptable initiatives are in place to provide the skills, training and opportunities for local people and businesses to access the opportunities presented by the Olympic Park project.

## 7.15 Equalities

63 The GLA in particular raised concerns in relation to equality, diversity and social inclusion. Their principal concern is that the applications do not provide sufficient clarity on how the benefits from the development are secured for the full range of priority groups identified in the London Plan.

64 The GLA has sought to secure the submission of an Equalities Impact Assessment in addition to the material already submitted in the application and the commitment to establish an Access and Inclusion Forum.

65 In discussions on this matter the applicant has agreed to provide supplemental equalities statements (as part of the preparation of the business case for each venue) to accompany applications for approval of reserved matters in connection with venues and an appropriate obligation or condition in this respect is recommended.

## 7.16 Other Key Matters

- 66 During the consultation process, British Waterways and others raised a number of issues relating to the applications and their impact on the Waterways and more significantly a concern that the Olympic Park proposals did not appear to take full advantage of the wide range of opportunities the network of waterways through the site present. They particularly wish to ensure that all options for the use of the waterways are explored and then incorporated at the appropriate phase of development. The PDT, in discussion, concluded that the most appropriate way to secure this is by requiring the preparation and submission of a waterspace masterplan and this is captured by a suitable condition. The main report outlines a range of other issues related to the waterways, waterway environment and water management and explains how these have been considered and conditions utilised where necessary either to secure further details or particular courses of action (for example no structures within watercourse channels).
- 67 The Metropolitan Police, British Transport Police and London Fire and Emergency Planning Authority have commented on issues concerning security and policing in relation to the Olympic Park proposals. These are outlined in the main report and appropriate provisions included in the recommendations.
- 68 The extensive nature of the remodelling of the site, together with works to remove and control invasive species will result in a significant loss of habitat in the Olympic Park. This has been recognised and accepted as a necessary consequence of the proposals. PDT officers have therefore concentrated on measures to ensure that

the areas of habitat being retained are protected and that the park is designed in Legacy to create a diverse range of habitat. These measures are secured through planning obligations and conditions and officers are satisfied that they are acceptable.

- 69 Other issues have been raised and reported on in the main report. Human rights considerations have been taken into account in the main report.

## 7.17 Conclusions

- 70 The proposals contained within the Site Preparation and Olympic Facilities and Legacy Transformation applications have been the subject of extensive pre and post application discussions and consultation between the applicants, PDT officers and consultants and a wide range of interested parties. The applications have been subjected to detailed scrutiny and assessment and the applications were amended and further information submitted as a result of the assessment and consultation process.
- 71 The development proposed in the applications is acceptable in principle as it accords with the general aims of national, regional and local policy and guidance including the principles of the London Olympic Games and Paralympic Games Act 2006. Some aspects of the development do represent a departure from policies and proposals but much of this is temporary (e.g. loss of Metropolitan Open Land) and has to be viewed against the overall benefits that the proposals represent both for the site and the wider area.
- 72 The development as a whole together with the development of the Olympic Village on

the adjacent Stratford City site will provide a significant kick start to the regeneration of the Lea Valley and this part of the Thames Gateway. Whilst the scale, type and quantum of development are acceptable in principle there have been vigorous discussions relating to the impact and benefits of the development and the level of mitigation that is required to address those impacts. Consideration by PDT has been given to the views and concerns of consultees and the mitigations, conditions, informatives and the planning obligations as proposed are considered to have addressed concerns as PDT have considered appropriate.

- 73 The applications are therefore recommended for approval.

## 8 Summary of Recommendations and Planning Obligation Document

### 8.1 The Recommendation

- 1 The report recommends that permission is granted for both the Site Preparation and Olympic Facilities and Legacy Transformation applications. The recommendation is set out in full in Chapter Eight of the main report. In summary the Planning Committee are asked to agree the reasons for approval and to approve the applications subject to the completion of a planning obligation document. As the applications require referral to the Secretary of State for Communities and Local Government and the Mayor of London the

Committee are also asked to agree that the applications are referred confirming that they are minded to approve the applications. The Secretary of State and Mayor of London have 21 and 14 days respectively to make their decisions.

- 2 Officers have also recommended the imposition of a set of conditions to require the submission of further details at appropriate points of the development, and safeguard particular aspects and mitigation measures as appropriate. The recommendation contains a substantial number of conditions which is not unusual for a development of this scale and complexity. For the Olympic Facilities and Legacy Transformation application, in particular, the conditions are framed to apply where necessary to each Phase of the development and Chapter Seven of the Report explains the structure of the proposed permissions.

### 8.2 The Planning Obligation Document and ODA Corporate Commitments/LDA Position Statements

- 3 The application if approved will be accompanied by a planning obligation document containing planning obligations of the ODA and the London Development Agency as landowner of most of the site. The planning obligations contained within it are summarised in Chapter Seven of the report.
- 4 A draft of the document will be entered on the Planning Register and be publicly available prior to the Committee meeting. The document will be finalised and completed should the recommendation be agreed and following a successful outcome of the referral process.

- 5 Also set out in the main report are relevant ODA Corporate Commitments and LDA Position Statement summaries which provide an indication of the intent of the ODA and LDA in relation to some matters, though they are non-binding and do not have the weight of conditions or planning obligations.
- 6 A set of Appendices accompanies the main report which should be read together with the main report and this Executive Summary.

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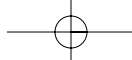
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