

## APPENDIX 1

## APPENDIX 1

|   |  |   |                               |
|---|--|---|-------------------------------|
| <b>Committee:</b><br>Strategic<br>Development                         | <b>Date:</b><br>19 <sup>th</sup> February 2009 | <b>Classification:</b><br>Unrestricted            | <b>Agenda Item No:</b><br>7.3 |
| <b>Report of:</b><br>Corporate Director of<br>Development and Renewal |  | <b>Title:</b> Application for planning permission |                               |
| <b>Case Officer:</b> Richard Humphreys                                |  | <b>Ref:</b> PA/08/2292                            |                               |
|   |  | <b>Ward:</b> Millwall                             |                               |

## 1. APPLICATION DETAILS

**Location:** 443-451 Westferry Road, E14.

**Existing use:** Vacant former engineering works and ancillary offices.

**Proposal:** Erection of six buildings from 2 to 8 storeys in height to provide 189 residential units, with provision of basement and surface car parking, associated servicing and landscaping, together with incidental works.

The application for planning permission is accompanied by an Environmental Impact Assessment pursuant to the Town And Country Planning (Environmental Impact Assessment) Regulations 1999.

**Drawing Nos:** (PL)002, (PL)003, (PL)004, (PL)005, (PL)006, (PL) 007, (PL)008, (PL)100, (PL)011, (PL)020, (PL)021, (PL)030, (PL)031, (PL) 032, (PL)033, (PL)034, (PL)040, (PL)041, (PL)042, (PL)043, (PL)044 and (PL)045.

Environmental Statement Volumes 1, 2 & 3 with Non-Technical Summary and Additional Regulation 19 Information.

Design and Access Statement.

Access Strategy – Supplementary Information.

Energy Statement.

Statement of Community Involvement.

Affordable Housing Statement and Economic Appraisal.

Landscape Report.

**Applicant:** Glenkerrin (UK) Limited

**Owner:** Glenkerrin (UK) Limited

LOCAL GOVERNMENT ACT 2000 (Section 97)  
LIST OF BACKGROUND PAPERS USED IN THE DRAFTING OF THIS REPORT

**Brief Description of background paper:**  
Application case file, plans, adopted UDP, London Plan, emerging LDF and Isle of Dogs AAP

**Tick if copy supplied for register**

**Name and telephone no. of holder**  
Development Control 020 7364 5338

**Historic buildings N/A**

**LOCAL GOVERNMENT ACT 2000 (Section 97)  
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|---|---|---|
| Application case file, plans, adopted UDP, London Plan, emerging LDF and Isle of Dogs AAP |   | Development Control 020 7364 5338       |

**Conservation area** Chapel House Conservation Area adjoins.

## **2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS**

2.1. The local planning authority has considered the particular circumstances of the application against the Council's approved planning policies contained in the Tower Hamlets Unitary Development Plan 1998, the Council's interim planning guidance 2007, associated supplementary planning guidance, The London Plan 2008 and Government Planning Policy Guidance and has found that:

- The provision of residential accommodation on the Island Point site is supported by policy 3A.1 and 5G.3 of the London Plan, accords with the Proposals Map of the Council's interim planning guidance 2007 and policies IOD25 and IOD26 of the Council's Isle of Dogs Action Area Plan interim planning guidance 2007 that seek to increase London's supply of housing
- The density of the scheme would not result in the overdevelopment of the site and any of the problems typically associated with overdevelopment. As such, the scheme is in line with policy 3A.3 of The London Plan 2008, policies DEV1 and DEV2 of the Council's Unitary Development Plan 1998 and policies DEV1 and DEV2 of the Council's Interim planning guidance 2007 which seek to provide an acceptable standard of development throughout the borough.
- The new buildings in terms of height, scale, design and appearance are acceptable in line with national advice in PPG15, policies 4B.1, 4B.8, 4B.10, 4B.11, 4B.12 and 4B.14 of The London Plan 2008, policies DEV1 and DEV2 of the Council's Unitary Development Plan 1998 and policies CP49, DEV1, DEV2 and CON2 of the Council's interim planning guidance 2007 which seek to ensure development is of a high quality design and preserve or enhance the character and appearance of conservation areas.
- Considered with the parallel redevelopment of the City Pride site, 15 Westferry Road (Ref. PA/08/2293) and taking account of the submitted Affordable Housing Statement and Economic Appraisal, the provision of 41% affordable housing across the two sites with a tenure comprising 73% social rented and 27% intermediate housing by habitable rooms, would comply with The London Plan policies 3A.9, 3A.10 and policies CP22, HSG3 and HSG4 of the Council's interim planning guidance 2007.
- Considered with the parallel redevelopment of the City Pride site, 15 Westferry Road (Ref. PA/08/2293), the proposed residential mix across the two sites would be satisfactory as an exception to policy HSG2 of the Council's interim planning guidance 2007.
- Transport matters, including vehicular and cycle parking, vehicular and pedestrian access and servicing arrangements are acceptable and in line with policy T16 of the Council's Unitary Development Plan 1998 and

policies DEV16, DEV17, DEV18 and DEV19 of the Council's interim planning guidance 2007, which seek to ensure developments can be supported within the existing transport infrastructure.

- Sustainability and renewable energy matters are appropriately addressed in line with policies 4A.7 – 4A.9 of the London Plan and DEV5 – 9 and DEV 11 of the Council's interim planning guidance 2007, which seek to ensure developments reduce carbon emissions and result in sustainable development through design measures, water quality, conservation, sustainable drainage, sustainable construction materials, air pollution and air quality.
- Contributions have been secured towards the provision of highway and public transport improvements, community and open space provision, education provision and health care together with the implementation of travel plans in line with Circular 05/2005, policies 3B.3 and 5G3 of The London Plan 2008, policy DEV4 of the Council's Unitary Development Plan 1998 and policy IMP1 of the Council's interim planning guidance 2007, which seek to secure contributions toward infrastructure and services required to facilitate development.
- The submitted Environmental Impact Assessment supplemented by Additional Information is satisfactory, including the cumulative impact of the development, with mitigation and safeguarding measures to be implemented through conditions and a recommended legal agreement.

### 3. **RECOMMENDATIONS**

3.1. 1. That the Committee resolves to **GRANT** planning permission subject to:

A. Any direction by The Mayor of London.

B. The prior completion of a legal agreement, to the satisfaction of the Chief Legal Officer, to secure the following:

(a) To provide 41% of the residential accommodation across both the City Pride, 15 Westferry Road and Island Point (443-451 Westferry Road) sites as affordable housing measured by habitable rooms with a tenure split of the affordable accommodation being 73% social rented and 27% intermediate housing with a mechanism to ensure that the affordable housing at the Island Point site is provided prior to the on-site market housing at both sites is completed.

(b) A £133,400 **Bus Network Contribution** comprising £113,400 to fund improvements to local bus services and £20,000 to fund the upgrading of bus stops.

(c) To fund and implement a **Transport Plan** comprising:

- The submission and implementation of a residential travel plan, a

delivery service plan and a construction logistics plan.

- To establish and maintain a residents car club.
- To provide, install and maintain DAISY board(s) to provide driver and transport information.
- A £75,000 contribution to Transport for London (TfL) to fund a bicycle hire station.
- Car free arrangements that prohibit residents of the development other than disabled people from purchasing on street parking permits from the borough council.

(d) A **Community and Open Space Contribution** of £630,178 to help fund open space improvements, leisure facilities and Library / Idea Store facilities on the Isle of Dogs.

(e) A **Highway Improvement Works Contribution** of £240,000.

(f) An **Education Contribution** of £654,126

(g) To participate in the Council's Access to Employment and / or Skillsmatch programmes.

(h) To make a **Healthcare contribution** of £367,689 to help fund the capital programme of the Tower Hamlets Primary Care Trust.

(k) Any other planning obligation considered necessary by the Corporate Director Development & Renewal.

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

3.3. That the Head of Development Decisions is delegated power to issue the planning permission and impose conditions (and informatives) to secure the following:

3.5 **Conditions**

1. 3 year time limit.
2. Facing materials (including samples) to be approved.
3. Details of a landscaping scheme to include hard and soft finishes, any gates, walls and fences, including the treatment of the perimeter wall to property in Chapel House Street and Locksfield Place together with external lighting to be submitted and approved.
4. Approved landscaping scheme to be implemented.
5. Details of green roofs to be submitted approved and implemented.
6. Details of acoustic glazing and ventilation for the buildings fronting Westferry Road adequate to protect residents from Noise Exposure Category C shall be submitted approved and implemented.
7. Prior to the commencement of the relevant works of the development, the developer shall submit the following details to be approved in writing by the local planning authority;
  - (a) Energy efficiency and passive design measures including the façade

U-values.

(b) Specification on whether cooling is required in the apartments, the steps taken to minimise this requirement and the methods for providing this cooling through sustainable energy measures.

(c) The details of the CHP system and the arrangements in place for selling of the electricity.

(d) The details of the biomass boiler.

(e) Evidence of the financial viability of the roof top PV system.

(f) A schematic drawing of the plant room.

8. In accordance with the proposals made in the Energy Strategy dated June 2008, the approved low carbon and renewable energy technologies shall be implemented and retained for so long as the development shall exist except to the extent approved in writing by the local planning authority.
9. Prior to the commencement of the relevant works of the development the applicant shall submit the details to be approved in writing by the local planning authority of the Code for Sustainable Homes Pre-Assessment demonstrating the residential units of the development are capable of achieving a minimum of Code Level 3 and Code Level 4 where possible.
10. Prior to the occupation of the development, the applicant shall submit the details to be approved in writing by the local planning authority of the Final Code for Sustainable Homes Assessment showing the residential units achieve Code Level 3 as a minimum and Code Level 4 where possible which is verified by the awarding body.
11. The approved details of the sustainable design and construction measures shall be implemented and retained for so long as the development shall exist except to the extent approved in writing by the local planning authority.
12. The development shall be carried out in accordance with the Flood Risk Assessment Ref. WCL36823 (ES) 001 Rev A 05 dated October 2008.
13. There shall be no infiltration of surface water drainage into the ground other than with the express written consent of the local planning authority.
14. No piling or other foundation design using penetrative methods shall be undertaken other than with the express written consent of the local planning authority. The development shall be carried out in accordance with the approved details.
15. Decontamination of the site.
16. 10 stands within the cycle stand provision within the stores at ground level providing space shall be allocated for 20 visitor's bicycles.
17. Hours of construction time limits (08.00 to 18.00) Monday to Friday, 08.00 to 13.00 Saturdays and not at all on Sundays or Bank Holidays.
18. Piling hours of operation time limits (10.00 to 16.00 Mondays to Fridays, 10.00 to 13.00 Saturdays) and not at all on Sundays or Bank Holidays.
19. The development authorised by this permission shall not commence until the Council (as local planning authority and the highway authority) has approved in writing a scheme of highway improvements necessary to serve the development being alterations to the adopted length of Westferry Road.
20. Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal.

### 3.6 **Informatives**

1. Planning permission subject to section 106 agreement.
2. Planning permission under section 57 only.
3. Wheel cleaning facilities during construction.
4. Consultation with the Council's Department of Traffic and Transportation regarding alterations to the public highway and Condition 19 that will necessitate an agreement under section 278 of the Highways Act.
5. You should consult the Environment Agency, 30-34 Albert Embankment, London SE1 7TL (Ref. TL/2008/101631/02-L02) regarding the recovery, treatment and disposal of contaminated soils, drainage details (Condition 13) and the design of the foundations of the building (Condition 14).
6. Any other informative(s) considered necessary by the Corporate Director Development & Renewal.

## 4. **PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 4.1. Application is made for full planning permission for the redevelopment of the site of Nos. 443-451 Westferry Road (known as Island Point) by the erection of six buildings from 2 to 8 storeys in height to provide 189 residential units, with the provision of basement and surface car parking, associated servicing and landscaping together with other incidental works.
- 4.2. The application is linked to a proposal to redevelop the City Pride Public House, 15 Westferry (Ref. PA/08/2293) which is reported separately on this agenda. The applications are linked regarding the provision of affordable housing and dwelling mix. It is proposed that the majority of the affordable housing provision is made at Island Point in lieu of the bulk of the affordable housing obligation arising from the City Pride development. It is proposed that the majority of the private residential accommodation will be within a high-rise, high density tower at the City Pride site and the Island Point site will be a lower density scheme with a focus on affordable family accommodation.
- 4.3. Specifically, at the City Pride site, it is proposed that 5% of the total habitable rooms of the dwellings within the development shall be a shared ownership affordable housing units. This amounts to 18 dwellings comprising 50 habitable rooms. At Island Point, 91% of the total habitable rooms of the dwellings are proposed to be affordable housing units. This amounts to 166 dwellings comprising 655 habitable rooms to be provided for social rented units (118 dwellings) and as intermediate units (48 dwellings).
- 4.4. The development at Island Point would comprise six buildings referred to as Buildings A, B, C/E, D, and F. Buildings A and B would be situated in the southern part of the site fronting Westferry Road, which provides the main access to the site. Building D would be situated just off Julian Place to the north, which would provide pedestrian access to the site from the west. Buildings F (townhouses) would be situated on a north-south axis towards the

site's northern boundary. Buildings C/E would comprise a single building with the southern section rising to seven floors plus ground, which is referred to as C, and the northern section rising to four floors plus ground, which is referred to as E, in the eastern part of the site.

- 4.5. The development has been designed to provide family accommodation and would provide the following proposed residential building mix:

Building A would comprise social rented (7) and intermediate (48); Buildings B, C/E and F would comprise social rented (111); and Building D would comprise private residential (23).

- 4.6. 37% of the overall site area would comprise public open space. The development also includes the provision of private amenity space for all of the residential dwellings in the form of balconies, roof top gardens, and private gardens. The development would be served by a basement level car park providing a total of 96 car parking spaces, which include 10 disabled bays with 37 motorcycle spaces. In addition, there would be 2 disabled bays provided at street level. The basement level car park would be accessed from within the site via the main estate road. 462 cycle spaces would be provided within the development.

#### **Site and surroundings**

- 4.7. The 1.32 hectare site is located towards the southern tip of the Isle of Dogs on the northern side of Westferry Road. It is bounded by the A1206 Westferry Road to the south, Chapel House Street running parallel to the western and northern boundaries, Julian Place to the west and Lockesfield Place to the east. The Chapel House Conservation Area adjoins the site's western, northern and eastern boundaries.
- 4.8. The site, which is currently derelict, is occupied by hard standing, the steel frame of a former engineering shed and a vacant two storey ancillary office building. Current access for vehicles and pedestrians is via Westferry Road.
- 4.9. The surrounding area comprises predominantly residential dwellings. Chapel House Street comprises mainly 2-storey Victorian dwellings and modern 2-storey terraced housing. Running east of Chapel House Street, there are 3-storey flats, dwelling houses and lock-up garages in Julian Place. Lockesfield Place consists of modern 3 and 4-storey frontage blocks behind which lie lower scale blocks of 2 and 3-storeys. On the opposite side of Westferry Road, development in St. David's Square and Langebourne Place comprises 4-storey frontage terraces with taller 7-storey blocks towards the River Thames.
- 4.10. There are two schools in the local area: Harbinger Primary School 300 metres north-west of the site and George Green's Secondary School 500 metres east of the site.
- 4.11. The two main local areas of public open space are the listed Island Gardens 250 metres to the south-east and Millwall Park, 300 metres to the east, together with the adjoining Mudchute Farm and Park.



- 4.12. The site is served by two DLR stations; Mudchute station, 450 metres north-east of the site and Island Gardens station, 500 metres to the east. The site is currently served by three bus routes running along Westferry Road and two other routes serving stops on Spindriff Avenue and East Ferry Road. Other public transport infrastructure includes Canary Wharf Underground station 1.7 kilometres to the north, Greenwich National Rail station 1 kilometre to the south and Masthouse Terrace Pier, 500 metres west of the site. The public transport accessibility level of the site is 3 (on a scale where 6 is high and 1 is low). Historically, the site was served via two priority controlled T-junction vehicular accesses onto Westferry Road.

### **Material planning history**

- 4.13. In May 2001, planning permission was granted for the change of use of the general industrial unit (Class B2) on the site to a telecom warehouse (Class B1) Ref: PA/00/1768. In February 2002, a revised scheme for change of use of the engineering works to a data centre was granted permission - Ref: PA/01/1038. Neither permission was implemented
- 4.14. In April 2002, planning permission was granted for the erection of a telecommunications building linking at ground and first floor to the existing ancillary office building which was to be refurbished, together with the erection of rear plant, landscaping and the formation of a new means of vehicular access to Westferry Road Ref: PA/02/0018. That permission was also unimplemented and the site has remained vacant except for unlawful occupation by travellers – now ceased.
- 4.15. In December 2007, application was made for planning permission for the redevelopment of the site by the erection of six buildings from four to twelve storeys to provide 337 residential units, with provision of basement and surface car parking, associated servicing and landscaping. The application was subsequently withdrawn following concern over design matters including the introduction of tall buildings.
- 4.16. A similar application to the current proposal was lodged in August 2008. It was also withdrawn undetermined following concern about the design of the elevations.

## **5. POLICY FRAMEWORK**

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

### **5.2. Spatial Development Strategy for Greater London (The London Plan 2008)**

|          |      |                                       |
|----------|------|---------------------------------------|
| Policies | 2A.1 | Sustainability criteria               |
|          | 2A.5 | Isle of Dogs Opportunity Area         |
|          | 3A.1 | Increasing London’s Supply of Housing |
|          | 3A.2 | Borough housing targets               |

|        |  |
|--------|--|
| 3A.3   | Maximising the potential of sites  |
| 3A.5   | Housing choice   |
| 3A.6   | Quality of new housing provision   |
| 3A.7   | Large residential developments   |
| 3A.8   | Definition of Affordable Housing   |
| 3A.9   | Affordable housing targets   |
| 3A.10  | Negotiating affordable housing in individual private residential and mixed-use schemes |
| 3A.18  | Protection and Enhancement of social infrastructure and community facilities           |
| 3A.20  | Health objectives  |
| 3A24   | Education facilities   |
| 3C.1   | Integrating transport and development  |
| 3C.2   | Matching development to transport capacity   |
| 3C.3   | Sustainable Transport  |
| 3C.9   | Increasing capacity and quality of public transport                                    |
| 3C.23  | Parking strategy   |
| 3D.8   | Open space and green infrastructure  |
| 3D.12  | Open space strategies  |
| 3D.13  | Children and young people's play strategies  |
| 4A.1   | Tackling climate change  |
| 4A.2   | Mitigating climate change  |
| 4A.3   | Sustainable design and construction  |
| 4A.4   | Energy assessment  |
| 4A.5   | Heating and cooling networks   |
| 4A.6   | Decentralised energy   |
| 4A.7   | Renewable Energy   |
| 4A.9   | Adapting to climate change   |
| 4A.11  | Living roofs and walls   |
| 4A.12  | Flooding   |
| 4A.13  | Flood risk management  |
| 4.A.14 | Sustainable drainage   |
| 4A.16  | Water supply and resources   |
| 4A.17  | Water quality  |
| 4A.19  | Improving air quality  |
| 4B.1   | Design principles for a compact city   |
| 4B.2   | Promoting world class architecture and design  |
| 4B.3   | Enhancing the quality of the public realm  |
| 4B.5   | Creating an inclusive environment  |
| 4B.6   | Safety, security and fire prevention   |
| 4B.8   | Respect local context and communities  |
| 4B.10  | Large scale buildings, design and impact   |
| 4B.11  | London's built heritage  |
| 4B.12  | Heritage conservation  |
| 5C.3   | Opportunity areas in North East London   |
| 6.A.4  | Planning obligation priorities   |
| 6A.5   | Planning obligations   |

**5.3. Tower Hamlets Unitary Development Plan 1998 (saved policies)**

Proposals:

1. Flood Protection Area

Policies:

- ST23 - High Quality Housing
- ST25 - Housing to be adequately served by all infrastructure
- ST28 - Restrain unnecessary use of private cars
- ST30 - Improve safety and movement for all road users
- ST37 - Enhancing Open Space
- ST41 - Arts and Entertainment Facilities
- ST43 - Public Art
- ST47- Provision of training Initiatives
- ST49 - Provision of social and community facilities
- ST50 - Provision of medical services
- DEV1 - Design Requirements
- DEV2 - Environmental Requirements
- DEV4 - Planning Obligations
- DEV12 - Provision of Landscaping
- DEV50 - Noise
- DEV51 - Contaminated land
- DEV55 - Development and Waste Disposal
- DEV56 - Waste Recycling
- DEV69 - Efficient Use of Water
- HSG7 - Dwelling Mix and Type
- HSG13 - Internal Space Standards
- HSG16 - Housing Amenity Space
- T16 - Traffic Priorities for New Development
- T18 - Pedestrians and the Road Network
- T21 - Pedestrians Needs in New Development
- OS9 - Children's Play space
- U2 - Development in Areas at Risk from Flooding
- U3 - Flood Protection Measures

5.4. **Interim planning guidance: Tower Hamlets Core Strategy and Development Control Plan September 2007**

Proposals:

1. Flood Risk Area
2. Development site ID 10

Core Strategies IMP1

- |      |                                  |
|------|----------------------------------|
| CP1  | Planning Obligations             |
| CP3  | Creating Sustainable Communities |
| CP4  | Sustainable Environment          |
| CP5  | Good Design                      |
| CP19 | Supporting Infrastructure        |
| CP20 | New housing provision            |
| CP21 | Sustainable residential density  |
| CP22 | Dwelling mix                     |
| CP25 | Affordable housing               |
| CP27 | Housing amenity space            |
| CP29 | Community facilities             |
|      | Improving education and skills   |

|      |  |
|------|--|
| CP30 | Improving Quality and Quantity of Open Space |
| CP31 | Biodiversity                                 |
| CP37 | Flood Alleviation                            |
| CP38 | Energy Efficiency & Renewable Energy         |
| CP39 | Sustainable Waste Management                 |
| CP40 | A Sustainable Transport Network              |
| CP41 | Integrating Development with Transport       |
| CP43 | Better public transport                      |
| CP46 | Accessible and Inclusive Environments        |
| CP47 | Community Safety                             |
| CP49 | Historic Environment                         |

|                                     |                                       |   |
|-------------------------------------|---------------------------------------|---|
| Development<br>Control<br>Policies: | DEV1                                  | Amenity                                   |
|                                     | DEV2                                  | Character & Design                        |
|                                     | DEV3                                  | Accessibility & Inclusive Design          |
|                                     | DEV4                                  | Safety & Security                         |
|                                     | DEV5                                  | Sustainable Design                        |
|                                     | DEV6                                  | Energy Efficiency & Renewable Energy      |
|                                     | DEV8                                  | Sustainable drainage                      |
|                                     | DEV9                                  | Sustainable construction materials        |
|                                     | DEV10                                 | Disturbance from Noise Pollution          |
|                                     | DEV11                                 | Air Pollution and Air Quality             |
|                                     | DEV12                                 | Management of Demolition and Construction |
|                                     | DEV13                                 | Landscaping and Tree Preservation         |
|                                     | DEV14                                 | Public Art                                |
|                                     | DEV15                                 | Waste and Recyclables Storage             |
|                                     | DEV16                                 | Walking and Cycling Routes and Facilities |
|                                     | DEV17                                 | Transport Assessments                     |
|                                     | DEV19                                 | Parking for Motor Vehicles                |
|                                     | DEV20                                 | Capacity of Utility Infrastructure        |
|                                     | DEV21                                 | Flood Risk Management                     |
|                                     | DEV22                                 | Contaminated Land                         |
| DEV25                               | Social impact assessment              |   |
| HSG1                                | Determining residential density       |   |
| HSG2                                | Housing mix                           |   |
| HSG3                                | Affordable housing                    |   |
| HSG4                                | Social and Intermediate Housing ratio |   |
| HSG7                                | Housing amenity space                 |   |
| HSG9                                | Accessible and Adaptable Homes        |   |
| CON2                                | Conservation areas                    |   |

5.5. **Interim planning guidance: Tower Hamlets Isle of Dogs Action Area Plan  
September 2007**

|          |       |                             |
|----------|-------|-----------------------------|
| Policies | IOD1  | Spatial strategy            |
|          | IOD2  | Transport and movement      |
|          | IOD3  | Health provision            |
|          | IOD4  | Education provision         |
|          | IOD5  | Public open space           |
|          | IOD7  | Flooding                    |
|          | IOD8  | Infrastructure capacity     |
|          | IOD10 | Infrastructure and services |

|       |  |
|-------|--|
| IOD25 | Southern sub-area  |
| IOD26 | Site allocations in Southern sub-area. ID10: 443-451 Westferry Road. Preferred uses: <ul style="list-style-type: none"> <li>• Residential (C3)</li> <li>• Public Open Space</li> </ul> |

5.6. **Supplementary Planning Guidance/Documents**

Residential Space  
Designing Out Crime  
Landscape Requirements  
The Mayor of London’s Housing Supplementary Planning Guidance

5.7. **Government Planning Policy Guidance/Statements**

|        |                                       |
|--------|---------------------------------------|
| PPS1   | Delivering Sustainable Development    |
| PPS3   | Housing                               |
| PPG13  | Transport                             |
| PPG15  | Planning and the historic environment |
| PPS22  | Renewable Energy                      |
| PPG24  | Noise                                 |
| PPG 25 | Development and Flood Risk            |

5.8. **Community Plan**

The following Community Plan objectives relate to the application:

- A Great Place to Live
- A Prosperous Community
- A Safe and Supportive Community
- A Healthy Community

6. **CONSULTATION RESPONSE**

6.1. The views of officers within the Directorate of Development and Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below. The following were consulted regarding the application. The accompanying Environmental Impact Assessment has been supplemented to provide additional information and the additional information has been subject to statutory publicity and public notification including press and site notices.

**Greater London Authority (Statutory consultee)**

6.2. At Stage 1, the Mayor advised:

- Principle of use – The provision of residential accommodation on the Island Point site is supported by London Plan policy 3A.1 which seeks to increase London’s supply of housing. As such, the proposals complies with polices 3A.1 and 5G.3 of the London Plan.

- Density – The proposed residential density at Island Point is within the guidance range provided by the London Plan. As a result, the proposal complies with policy 3A.3 of The London Plan.
- Affordable housing – Insufficient evidence has been provided to demonstrate that the concentration of affordable housing in the south of the Isle of Dogs won't overload the existing social infrastructure. The independent financial appraisal by Atisreal is not complete and as such it is impossible to assess whether the proposed quantum of affordable housing represents the maximum reasonable amount. As a result, the proposal fails to comply with policies 3A.9 and 3A.10 of The London Plan.
- Children's play space – The proposal provides 1,623 sq.m. of children's play space on site. However, it fails to provide a kick about area for children aged 12 years and over. As such, the proposal fails to comply with policy 3A.13 of The London Plan.
- Climate change mitigation – The U-values for the buildings facade and other site-specific energy reduction measures have not been fully explained. No details have been provided on the arrangement for selling electricity generated from the plant. It is not clear if the dwellings will be provided with active cooling. Limited information on the energy centre has been provided. As a result, the proposal fails to comply with the policies contained within chapter 4A of The London Plan.
- Air quality – An air quality assessment of the biomass boiler has been undertaken. It is not expected to have a detrimental impact upon air quality. As a result, the proposal complies with policy 3A.19 of The London Plan.
- Climate change adaptation – The proposals incorporate passive design measures, including natural ventilation, low energy lighting and increased insulation. The proposals also include sustainable urban drainage. All units would be fitted with water meters and rainwater harvesting and water attenuation systems would be provided. As a result, the proposal complies with policies 4A.10, 4A.14 and 4A.16 of The London Plan.
- Transport – It is not clear if the visitor cycle parking spaces will be provided. There is no cycle route along the site frontage of Westferry Road. The trip generation assessment is inaccurate. There is no delivery service plan or construction logistics plan. As a result, the proposal fails to comply with polices contained with chapter 3C of the London Plan.

6.3. The Mayor has also advised that the following remedies could address the deficiencies:

- Affordable housing – Further evidence should be provided to demonstrate that the concentration of affordable housing in the south of the Isle of Dogs wouldn't overload the existing social infrastructure. The findings of the independent economic appraisal of the proposed quantum of affordable housing should also be submitted prior to the application being referred back to the Mayor.
- Children's play space – Provision should be made for a kick about area for children over 12 years of age.
- Climate change mitigation - The applicant should specify, for the residential element, the U-values proposed for the buildings facade and

what other site specific measures will be required to achieve this reduction. The applicant should clarify the arrangement to be put in place for selling the electricity generated from the plant. The applicant should also specify of the dwellings will be provided with active cooling and if this is the case how this would be provided. Further details of the location and size of the energy centre should be submitted; it should take into consideration space requirements for biomass fuel, the boiler, the thermal store, the combined heat and power plant and any top up boilers.

- Transport - In order to be fully compliant with The London Plan the following transport issues should be addressed:
  1. The trip generation assessment should exclude sites with a PTAL of 6.
  2. The condition of bus stops within a 400-metre radius of the development should be assessed and those which are deficient upgraded.
  3. Provide section 106 contributions for DAISY boards, local pedestrian improvements and bus service enhancements.
  4. The provision of 20 visitor cycle parking spaces should be confirmed.
  5. A formal cycle route as part of the site frontage along Westferry Road should be provided.
  6. A delivery and service plan and a construction logistics plan should be submitted; the travel plan should be secured through a S106 agreement.

6.4. (Officer comments:

- Affordable housing: Please see detailed comments below.
- Children's Play Space. Consultation has been undertaken with the Policy and Development Manager - Cultural Services regarding the impact of the development on open space provision. A capital sum to mitigate the impact of the development have been advised and agreed with the developer. Play Association Tower Hamlets (PATH) considers it more sensible for the developer to fund off-site provision for football space rather than squeezing more kick about space into the development.
- Climate change: The Council's Energy Officer advises that the applicant has broadly followed the energy hierarchy set out in policy 4A.1 of the London Plan. The energy strategy proposed is considered broadly acceptable, subject to any planning permission being conditioned to provide more information at the detailed design stage.
- Transport: The trip generation information within the Transport and Access Chapter of the Environmental Statement has been independently reviewed by the Council's consultants (Bureau Veritas) and by the Council's Traffic and Transportation Department and is considered satisfactory. The developer has agreed to provide on site DAISY board(s), to make contributions towards local pedestrian improvements, bus service enhancements, the provision of a cycle lane on Westferry Road and to submit and implement a residential travel plan, a delivery service plan and a construction logistics plan. The developer also

proposes that 10 stands be allocated within the cycle stand provision within the stores at ground level to provide space for 20 visitor's bicycles and a condition is recommended to secure this arrangement)

**Government Office for London (Statutory consultee)**

6.5 No representations received.

**Natural England (Statutory consultee)**

6.6. No objection. Welcomes the proposed diversity enhancement measures i.e. green and brown roofs and expects such features to be secured by condition.

6.7. (Officer comment: An appropriate condition is recommended).

**Environment Agency (Statutory consultee)**

6.8. No objection in principle. With regard to flood risk, the Agency is satisfied with Sequential Test supplied by the local planning authority. Recommends conditions concerning compliance with the submitted Flood Risk Assessment, decontamination, no infiltration of surface water drainage into the ground or piling or foundation designs using penetrative methods without the express permission of the local planning authority. An informative is also requested regarding consultation with the Agency concerning the recovery, treatment and disposal of contaminated soils.

6.9. (Officer comments: Appropriate conditions and an informative are recommended).

**London Borough of Greenwich (Statutory consultee)**

6.10. No objection.

**English Heritage (Statutory consultee)**

6.11. Does not wish to offer comments. Advises the application should be determined in accordance with national and local policy guidance and the basis of the Council's specialist conservation advice.

**Docklands Light Railway**

6.12. No representations received.

**Commission for Architecture and the Built Environment (CABE)**

6.13. Supports the principle of providing the City Pride affordable housing component off-site as it allows a greater variety of accommodation and amenity space for families, than the City Pride site alone could offer. Also supports the massing, site layout and residential mix but considers the generally good provision of family accommodation and amenity space is compromised by proposed 4 and 5 bedroom flats on Westferry Road which would not provide family accommodation



of adequate quality being cramped, poorly lit, with combined kitchen/living/dining rooms with unusable private amenity space. The corner of the development adjoining Lockesfield Place, where an electricity sub-station is proposed, is considered weak. The vehicular access should be in this position. Supports basement parking but considers the proposed access would be difficult to negotiate. Considers the stepped frontage blocks would not provide a strong frontage and have no precedent on Westferry Road. The architectural treatment of the terraced housing is promising, if generic, with little relationship to context. Elevations should be more varied. Welcomes the generous provision of open space but is concerned about the vehicular access being within the "home-zone." Suggest more roof spaces be considered for amenity use. Success of the development will depend on the quality of construction and successful management.

- 6.14. (Officer comments. The living areas within the family accommodation on the ground of the building on Westferry Road have been significantly increased in size in response to comments by CABE on the previous application. The living areas are 36 sq m and 39 sq m for these apartment types which significantly exceeds the Council's residential space standards. The internal daylight of these larger units has been assessed and the assessment concludes that the internal lighting levels would be comfortable and fall within the relevant daylight criteria. The amenity space would be screened from the road and provide a range from 87 sq m to 110 sq. m which is considered adequate. The vehicular and pedestrian access to Westferry Road would be in the centre of the site. To move the access to the position recommended by CABE would result in disturbance to residents in Lockesfield Place which is considered undesirable).

#### **Thames Water Plc**

- 6.15. No objection regarding water infrastructure.

#### **Metropolitan Police**

- 6.16. Satisfied with the proposal, concerns have been mitigated by improved/extra ground floor windows and defensive planting.

#### **London Fire and Emergency Planning Authority**

- 6.17. Satisfied with the proposals.

#### **Tower Hamlets Primary Care Trust**

- 6.18. The development is within Local Area Partnership (LAP) 8. The nearest current practice is Docklands Medical Centre. The population in Millwall Ward is expected to grow by 27% from 17,691 in 2008 to 22,552 in 2013. Requests a section 106 contribution for healthcare provision calculated by the HUDU model as follows:

- Total Capital Planning Contribution £367,869
- Total Revenue Planning Contribution £1,228,415
- Combined contribution sought for health £1,596,284

- 6.19. (Officer comment: In line with established practice, the developer has agreed a Capital Planning Contribution of £367,689).

### **Play Association Tower Hamlets (PATH)**

- 6.20. Considers the play space on site has been well worked out. It would be more sensible for the developer to fund off-site provision for football space rather than squeezing more kick about space into the development.

### **Environmental Protection**

- 6.21. Satisfied with the developer's proposed approach and methodology to deal with contaminated land. Recommends that any planning permission is conditioned to secure decontamination. Advises that there would be impact on the daylight and sunlight reaching residential properties in Lockesfield Place. There is also some impact on the scheme itself, especially shadowing of the amenity space by the taller elements. The assessed receptor point in Lockesfield Place would be 1 step windier than recommended with a minor adverse impact. The buildings on the Westferry Road frontage would be subject to Noise Exposure Category C. In such locations, PPG24 advises that if planning permission is to be granted conditions should be imposed to ensure a commensurate level of protection against noise.

- 6.22. (Officer comment: Conditions to secure decontamination and soundproofing are recommended. Sunlight, daylight and wind issues are discussed in Material Planning Considerations below).

### **Traffic and Transportation**

- 6.23. No objections in principle. The applicant's Transport Assessment includes estimates of Trip Generation and its Assignment using the Travl database which is satisfactory. Overall the proposed increase in traffic would not have a detrimental effect on the highway network which would operate within capacity. 95 parking spaces would be provided which accords with the maximum standard of 0.50 per dwelling set out in the council's interim planning guidance. Given the site's good accessibility to public transport, consideration should be given to reducing this to promote sustainable modes of transport and to minimise congestion on the road network. The use of a car club should be made available to residents of the development who may not have access to a parking bay. Details of servicing and refuse collection plans have not been provided and should be submitted for approval. Recommends that a section 106 agreement with the developer should include:

1. Car free arrangements to prevent all future occupiers from applying for on-street parking permits
2. The formation of a car club.
3. Service and delivery plans.
4. Funding to assist with:
  - Improving the visibility on Westferry Road as a result of the new junction and access point to the site.
  - Traffic calming measures on Westferry Road to include a speed table

and entry treatment at the access point to the site.

- The provision of a cycle lane on Westferry Road.
- Improvement and resurfacing works to the carriageway adjacent to the site as a result of damage cause due to construction vehicles and the redevelopment of the site.

6.24. It is also recommended that any planning permission is conditioned to require the developer to execute a separated section 278 agreement under the Highways Act.

6.25. (Officer's comments: 50% parking provision would accord with the Council's standards and is considered satisfactory. Appropriate heads of agreement and a condition are recommended).

### **Children's Services (Education Development)**

6.26. The proposed dwelling mix (20% 1 bedroom, 27% 2 bedroom and 53% 3 bedroom +) is assessed as requiring a pooled contribution towards the provision of 53 additional primary school places @ £12,342 = £654,126.

6.27. (Officer's comments: An appropriate head of agreement is recommended).

### **Policy and Development Manager - Cultural Services**

6.28. Does not consider the 3,520 sq m of open space proposed within the development to be genuinely accessible to the public. Based on an estimated population of 635 and an open space standard of 12 sq m per capita, 7,620 sq m of open space is required. The following planning contributions are therefore requested:

- A per capita contribution of £485 per resident for open space provision = £290,830.
- A contribution of £270,188 for leisure facilities.
- A contribution of £69,160 for library / Idea Store facilities.

### **Waste Policy and Development**

6.29. No representations received.

### **Corporate Access Officer**

6.30. No representations received.

### **Landscape Development Manager**

6.31. No comments received.

### **Energy Officer**

6.32. Advises that the applicant has broadly followed the energy hierarchy set out in policy 4A.1 of the London Plan, although further details of the energy strategy are

is required. It is recommended that any planning permission is conditioned to require this. It is also recommended that a condition be imposed to ensure compliance with the Code for Sustainable Homes.

6.33. (Officer's comment: Appropriate conditions are recommended).

## 7. LOCAL REPRESENTATION

7.1. A total of 812 neighbouring properties within the area shown on the map appended to this report were notified about the applications and invited to comment. The application has also been publicised in East End Life and on site. The Additional Information supplementing the Environmental Statement has also been subject to statutory publicity and consultation with neighbours and local groups. The number of representations received from neighbours and local groups following publicity is as follows:

| <b>No of individual responses:</b> | <b>Objecting:</b> | <b>Supporting:</b> |
|------------------------------------|-------------------|--------------------|
| 219                                | 189               | 30                 |

No. of petitions received: 0

7.2. There is general support from respondents to the development of this long vacant site with the revised application considered an improvement over the two earlier schemes. Material objections from neighbours may be summarised as:

- Height and bulk. Out of scale with the 2-storey buildings on Lockesfield Place and Chapel House Conservation Area producing a dominating and negative effect. 8-storey development would be unsympathetic to the existing roadscape, would not maintain the continuity of street frontages, nor take account of existing roof lines and street patterns. The principle that higher rise buildings are permitted on the riverbank with gradation down to Westferry Road would be breached with sense of openness lost. Buildings north of Westferry Road should not exceed 4 floors. One objector considers 6-storeys stories should be the maximum height.
- The 8-storey blocks and the provision of roof gardens and elevated terraces would overlook several surrounding developments. The 3-storey houses would overlook houses on Chapel House Street.
- Design and materials. Unsympathetic to the surroundings including the Chapel House Conservation Area. Should comprise brick not glass, concrete plinths, wood or brick (terracotta) veneer. The blocks on Westferry Road lack architectural integrity and remain incongruous. Conflict with Tower Hamlets UDP design policies and Government advice in PPS3.
- The development should be 2-storey houses built of yellow London stock bricks with pitched roofs. Flat roofs are obsolete and out of keeping. To comply with UDP policy, family dwellings should normally be in the form of family houses with gardens.

- Failure to preserve or enhance the Chapel House Conservation Area contrary to PPG15 with adverse impact on views into and out of the designated area particularly the existing roofscape. The view from Thermopylae Gate is mentioned as an example. The Committee is requested to undertake a site visit.
- Loss of sunlight / daylight and amenity (which may exceed BRE Guidelines) to some properties in St. David's Square, Langbourne Place, Lockesfield Place and Chapel House Street due to height bulk and adjacency.
- The principle of the "trade off" and "segregation" of affordable housing between the Island Point and the City Pride developments is socially wrong. The low % of market housing could deter private buyers at Island Point where there would be a lack of family housing in the market units producing a negative impact on social mix and sense of community with a failure to create a mixed and balanced, sustainable development. Key workers would be severely limited in the possibility of finding affordable housing at City Pride with the affordable housing distanced from real opportunities. To link the development of City Pride and Island Point would set a precedent due to the distance between the sites. There should be equality in the split between the two sites.
- The proposed 41% affordable housing across the City Pride and Island Point sites does not accord with the 50% affordable housing target of The London Plan or policy HSG3 (of the Council's interim planning guidance), which requires a minimum contribution of 50% off-site provision of affordable housing in the case of linked developments. The 41% offer across the two sites does not justify the policy breaches necessary to approve the application.
- The residential density, possibly over 1,000 people, is unsustainable and breaches UDP policy.
- More family homes are not needed on the Isle of Dogs.
- The site should provide a superstore.
- Increased traffic congestion and adverse effect on highway safety due to increased vehicular and pedestrian traffic at the entrance to the site between bus stops and on a blind curve. Insufficient parking.
- Potential nuisance, security risks and anti social behaviour caused by the development and its lack of integration. The proposed two caretakers would be insufficient.
- Insufficient infrastructure, particularly nursery and secondary school places to accommodate the estimated 425-682 children that the site would generate. Crime is increasing, the schools, GP's and the Island are full.
- Increased strain on the transport system and emergency services that cannot cope already.
- Unsatisfactory provision and location of rubbish bins.
- There should be no walkway access to Julian Place as this would provide the main route to Mudchute DLR station, increasing foot traffic, noise and possible loitering.

7.3. Non-material objections from respondents may be summarised as:

- Dubious financial position of the developer.
- The earlier applications were just negotiating tools.

7.4. A local ward councillor comments that only 5% of the affordable housing count would be affordable housing at the City Pride site. This does not further the goals of creating integrated communities and developments.

7.5. Material points from neighbours in support of the development may be summarised as:

- There is a critical need for family sized homes in the area.
- Island Point is a good location for family homes being in a quiet area near to schools, parks, transport links and a supermarket.
- Unlike most development, half of the site is not being built on, thereby providing a good setting for family homes.
- The images look good, preferable to high rise flats.

### **Lockes Field Management Company Limited**

7.6 The applicant's position on affordable housing is not consistent with relevant planning policy and therefore cannot be considered to achieve 'a better outcome' as claimed. The applicant's appraisals in relying on high, apparently unconditional land prices for both sites are (a) not sufficiently robust or credible to enable the planning authority to accept that exceptional circumstances should allow the provision of affordable housing off site, and (b) have not been considered on the proper basis of comparing residential value with existing use value or alternative use value. The loading of the Island Point site with affordable housing (88%) to facilitate high value residential development close to Canary Wharf is contrary to the objective of achieving balanced communities. Where these conditions can be met, policy HSG3 of the Core Strategy & Development Control document requires a minimum contribution of 50% affordable housing. Glenkerrin proposes 40%. The applicant's Economic Appraisal is flawed as it benchmarks against purchase price not existing use value or alternative use value. It cannot be allowed that an ill advised or reckless purchase gives rise to an inappropriate planning outcome. The proposal to concentrate affordable housing in one location at Island Point would create a polarisation of wealth and deprivation in the locality. Glenkerrin's proposed dwelling mix of social rented housing will exaggerate this and is contrary to The draft London Housing Strategy published in November 2008 that says that there should be no return to the post war mono-tenure estates.

7.7. The amount of social rented accommodation proposed at Island Point is in excess of 60% and will be the dominant tenure with a high concentration of 4 and 5 bed houses. This compares with a social rented content of 30-35% in a conventional policy led mixed tenure scheme that could be expected to be achieved on the site with a small number of family houses. The proposed tenure mix is therefore contrary to emerging and existing policy and objectives to achieved balanced communities.

7.8. The resultant density is about 545 habitable rooms per hectare (hrh) which is

above GLA and LBTH guidelines of 450 hrh for an urban site with a modest PTAL of 3. Notwithstanding the general imperative to maximise the residential yield of brownfield site opportunities, the proposals in their current form are still of excessive scale and out of character with their context, in particular, the elements rising to seven and eight storeys. As a result, they will cause harm to both the amenity of existing residents and the character and setting of a feature of acknowledged importance i.e. the Chapel House Conservation Area.

- 7.9. Whilst the immediate frontage to Westferry Road at four storeys is now compatible with development on the north side of the road, building heights quickly rise to five, six, seven and eight storeys in buildings A, B, C and E in the middle of the site which will break the existing tone of building heights on the north side of Westferry Road. Seven and eight storey buildings in particular, will dominate the middle of the site. Building C is particularly overbearing at eight storeys and has a multitude of habitable rooms overlooking Lockesfield Place.
- 7.10. The higher elements will remain visible from parts of the Conservation Area. This is a material consideration given the Council's Management Guidelines say the setting of the Conservation Area will be considered when new development is proposed nearby. There is a general planning requirement to maximise density however, scale and design must be acceptable and an appropriate balance has still not been met. Buildings C and E will face Lockesfield Place to the east whose residents will be affected by the sense of overlooking that increased height brings.
- 7.11. The impact on daylight, sunlight and overshadowing to Lockesfield Place will be noticeable and, in some cases, the magnitude of change will be high. With the exception of one (No. 37), every property tested in Lockesfield Place will suffer a loss of daylight or sunlight or both to a level that exceeds the BRE guidelines. The worst affected of these would have to endure up to 35% loss of daylight, up to 100% of winter sunlight and up to 53% of annual sunlight, coupled with increased overshadowing of their back gardens. The proposed development does not satisfy policy DEV2 of the Council's UDP or policies CP4 or DEV1 of the Council's Interim Planning Guidance
- 7.12. Following consultation, no representations have been received from the Association of Island Communities and Chapel House Tenancy Association.
- 7.13. The following issues were raised in representations that are material to the determination of the application and are addressed in the next section of this report:

## **8. MATERIAL PLANNING CONSIDERATIONS**

- 8.1. The main planning issues raised by the applications that the Committee must consider are:
- Proposed land use.
  - Density.
  - Design of the buildings and whether the character and appearance of the Chapel House Conservation Area would be preserved or enhanced.

- Sunlight, daylight and wind
- Affordable housing arrangements.
- Dwelling mix.
- Access and servicing arrangements.
- Amenity space and landscaping.
- Sustainable development/ renewable energy.
- Planning obligations.

### **Land use**

- 8.2 The Island Point site is located in the Isle of Dogs Opportunity Area which is identified in the London Plan as being capable of accommodating at least 10,000 additional dwellings. Policy 3A.1 of the London Plan sets a target of an additional 30,500 homes to 2016 / 17. Policy 3A.2 refers to Borough Housing Targets with Tower Hamlets set a target of 31,500 to 2016/17. The principle of redevelopment principally for housing therefore accords with strategic policy.
- 8.3. Except for its location within a Flood Protection Area, the site is unallocated on the Proposal Map of the Tower Hamlets Unitary Development Plan 1998.
- 8.4. On the Proposals Map of the Council's Core Strategy and Development Control interim planning guidance 2007, the site is allocated as 'Development Site ID 10' within a Flood Risk Area.
- 8.5. The Sub-Areas and Development Sites Map of the Council's Isle of Dogs Action Area Plan 2007 (which has also been adopted as interim planning guidance) shows Development Site ID10 lying within the Southern Sub-Area. The site is unallocated on the Spatial Strategy Diagram of the AAP but is shown as lying within a "residential" area on the Southern Sub-Area Diagram. The proposed redevelopment for residential purposes also accords with policy IOD 26 which provides the following preferred uses for Development Site ID10:
- Residential (C3)
  - Public Open Space
- 8.6. Consequently, in principle no land use objection is raised to the redevelopment of 443-451 Westferry Road for residential purposes and public open space as proposed.

### **Density**

- 8.7. The Government's Planning Policy Statement 1: Delivering Sustainable Development 2005 (PPS1) supports making efficient use of land. It advises that this should be achieved through higher density, mixed-use development and returning previously developed land and buildings back to beneficial use.
- 8.8. London Plan policies 4B.1 and 3A.3 outline the need for development proposals to achieve the highest possible intensity of use compatible with local context, the design principles of the compact city, and public transport accessibility. Table 3A.2 of the London Plan provides guidelines on density in support of policies



4B.1 and 3A.3.

- 8.9. Policy CP20 of the Council's interim planning guidance 2007 reflects guidance set out in the London Plan and seeks to maximise residential densities on individual sites taking into account local context, site accessibility, housing mix and type, achieving high quality design, well designed homes, maximising resource efficiency, minimising adverse environmental impacts, the capacity of social and physical infrastructure and open spaces and to ensure the most efficient use of land within the borough.
- 8.10. Policy HSG1 sets out a number of criteria which should be taken into account when determining the appropriate residential density for a site including:
- *The density range appropriate for the setting of the site, in accordance with Planning Standard 4: Tower Hamlets Density Matrix;*
  - *The local context and character;*
  - *The need to protect and enhance amenity;*
  - *The need to incorporate good design principles;*
  - *The provision of the required housing mix (including dwelling size and type, and affordable housing);*
  - *Access to a town centre (particularly major or district centres);*
  - *The provision of adequate open space, including private and communal amenity space and public open space;*
  - *The impact on the provision of services and infrastructure, including the cumulative impact; and*
  - *The provision of other (non-residential) uses on a site.*
- 8.11. Table 3A.2 of the London Plan and Planning Standard 4: Tower Hamlets Density Matrix provide a density range of 200 – 450 habitable rooms per hectare for Urban sites with a PTAL range 2-3. The proposed residential density for the Island Point site is 545 habitable rooms per hectare which exceeds the guidance. Subject to ensuing design matters outlined in HSG1 (above) being satisfactory, this density is not considered unacceptable.

**Design of the buildings and the effect on the character and appearance of the Chapel House Conservation Area**

- 8.12. National advice in PPS1 states:
- “Good design should contribute positively to making a better place for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted.”*
- 8.13. Part 4B of the London Plan focuses on design, recognising that good design will create a better city to live in and assist in attracting economic investment to help create a more prosperous city. The London Plan at Policy 4B.1 (Design for a compact city) requires that development should, inter alia, maximise the potential of sites, create or enhance the public realm, provide or enhance a mix of uses, be accessible, usable and permeable for all users and be sustainable,

durable and adaptable. Policy 4B.9 requires all large scale proposals to be of the highest quality design especially in terms of impact on views, the wider and local townscape context, and local environment impact.

8.14. UDP policy DEV1 states that developments should take into account and be sensitive to the character of the surrounding area in terms of bulk, scale and use of materials. Proposals should not result in over-development, normally maintain the continuity of street frontages and take account of existing building lines, roof lines and street patterns. UDP Policy DEV2 seeks to protect the amenity of residential occupiers and the environment, and incorporate the principles of sustainable development including the use of energy efficient design and materials.

8.15. Core Policy CP4 of the Council's interim planning guidance seeks to ensure that development creates buildings and spaces of high quality design and construction that are sustainable, accessible, attractive, safe and well integrated with their surroundings. In achieving good design development should:

- *Respect its local context, including the character, bulk and scale of the surrounding area;*
- *Contribute to the enhancement or creation of local distinctiveness;*
- *Incorporate sustainable and inclusive design principles;*
- *Protect amenity, including privacy and access to daylight and sunlight;*
- *Use high quality architecture and landscape design; and*
- *Assist in creating a well-connected public realm and environments that are easy to navigate.*

8.16. Policy DEV1 of the Council's interim planning guidance requires development to protect, and where possible seek to improve, the amenity of surrounding existing and future residents and building occupants, as well as the amenity of the surrounding public realm. Policy DEV2 requires development to be designed to the highest quality standards, incorporating principles of good design, including:

- *Taking into account the local character and setting of the development site;*
- *Enhancing the unique characteristics of the surrounding area;*
- *Protecting notable features within the site;*
- *Protecting the historic environment; ensuring design of the public realm is integral to the development proposal;*
- *Ensuring development and the public realm are designed at a human scale and are comfortable and useable for pedestrians;*
- *Providing clear definition and an appropriate degree of enclosure of the public realm;*
- *Creating visual interest in the urban environment and contributing to its legibility and permeability;*
- *Ensuring the use of high quality building materials; and*
- *Ensuring development is easily adaptable and maximises sustainability.*

8.17. At paragraph 2.14 of PPG15: Planning and the historic environment, national

policy advises that the design of new buildings intended to stand alongside historic buildings needs very careful consideration. In general it is better that old buildings are not set apart but are woven into the fabric of the living and working community. The advice says that this can be done, provided that the new buildings are carefully designed to respect their setting, follow fundamental architectural principles of scale, height, massing and alignment, and use appropriate materials. It is emphasised that this does not mean that new buildings have to copy their older neighbours in detail but together should form a harmonious group.

- 8.18. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in exercising all its planning functions to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. In paragraph 4.14 of Planning Policy Guidance Note 15 – Planning and the historic environment, the Government says:

*“The desirability of preserving or enhancing the area should also, in the Secretary of State’s view, be a material consideration in the planning authority’s handling of development proposals which are outside the conservation area but would effect its setting, or views into or out of the area.”*

- 8.19. The Chapel House Conservation Area encompasses a predominantly residential area north of Westferry Road and includes three Garden City Estates and some older traditional terraces. The residential developments that characterise the conservation area date largely from the first part of the 20th century. The Council’s Conservation Area Appraisal states that the special interest of the area is derived from its rich history and significant architecture dating from the twentieth century in a garden city style. The area is characterised by the following features:

- Two storey Victorian terrace properties;
- A predominance of traditional building materials including brick and slate;
- Front and rear gardens set back off a tight network of roads;
- Regular patterns and styles of built form;
- Street trees provide enclosure and intimate scale

- 8.20. The Island Point scheme comprises a relatively dense housing development comprising a mix of flatted development and terraced housing with rear gardens. A number of open spaces would be provided through the development. In terms of height, mass and bulk, the terrace houses rise to 3-storeys and the flats from 4 to 8-storeys. The quality of the overall design, layout, landscaping and the relationship to the Chapel Conservation Area has improved compared to the previous two applications.

- 8.21. The scale of surrounding development varies from 2-storey terraces to the north of the site to taller riverside developments to the south. The massing and height of the proposal is now considered sympathetic to the character of the area following this general pattern, with the townhouses located on the north side of

the scheme, the flatted accommodation rising in the middle, and then reducing to the south along Westferry Road. The taller elements of the proposal are thus positioned within the site away from main street frontage to minimise the impact on principle townscape views.

- 8.22. The design of the townhouses and the central open space is considered of particular merit and sympathetic to the character and appearance of the Chapel House Conservation Area. Where close to the designated area, the proposed development would be a maximum of three storeys in response to surrounding built heights. The provision of rear gardens to the east and west and public open space abutting the northern boundary would represent an improved townscape to properties within the conservation area that directly overlook the current derelict site and structures and would complement the scale and form of the conservation area with its traditional rear gardens.
- 8.23. The quality of the existing townscape within the site is exceptionally poor due to dereliction and it is considered that the proposed redevelopment would preserve and enhance the character and appearance of the adjoining conservation area. The layout would be permeable and offer distinct character. As well as the park spaces, a series of green roofs and communal and private roof terraces are proposed which are all considered welcome aspects of the scheme.
- 8.24. The architectural treatment is relatively simple and contemporary with the material finishes comprising a mix of brick, terracotta, metal panels and timber. The submitted visualisations of the elevations show these applied in a calm and orderly manner, with the use of balconies and insets giving the elevations depth and animation. All primary elevations, materials and finishes are considered to be of high quality.
- 8.25. The view looking south–east from Thermopylae Gate towards the site has been particularly commented upon by objectors. Seen from this location within the Chapel House Conservation Area, only glimpse views of the development and building roofs would be visible between the gap and above the roofs of properties on properties Chapel House Street.
- 8.26. In summary, it is considered that the proposed residential townscape would be in keeping with the character of adjacent residential development along Westferry Road, whilst responding in height and massing of the adjoining Chapel House Conservation Area without detrimental impacts, preserving and enhancing the character of the designated area. In the wider area, the Island Gardens Conservation Area with its Listed Park and Garden would be unaffected, nearby listed buildings are too distant to be effected and there would be no perceived impacts on the World Heritage site at Greenwich Park.

### **Sunlight, daylight and wind**

- 8.27. Tower Hamlets' Unitary Development Plan 1998 policy DEV 2 states that: "*all development should seek to ensure that adjoining buildings are not adversely affected by a material deterioration of their daylighting and sunlighting conditions*".

- 8.28. Interim planning guidance policy CP4 states: *“The Council will ensure development creates buildings and spaces of high quality design. In achieving good design, development should protect amenity, including privacy and access to daylight and sunlight.”* Policy DEV1 states: *“Development is required to protect, and where possible seek to improve, the amenity of surrounding existing and future residents and building occupants, as well as the amenity of the surrounding public realm. To ensure the protection of amenity, development should not result in a material deterioration of the sunlighting and daylighting conditions of surrounding habitable rooms.”* For further guidance it refers to the BRE Report *Site layout planning for daylight and sunlight – A guide to good practice.*
- 8.29. The findings of the Environmental Statement on daylight conditions in Lockesfield Place adjoining that would result from the development may be summarised as follows:
- 8.30. **17-20 & 35-40 Lockesfield Place** are fully BRE compliant in terms of VSC and will therefore receive no impacts greater than a negligible significance.
- 8.31. **1-16 Lockesfield Place** - Of the 9 windows relevant for VSC analysis, 6 windows (67%) are fully BRE compliant. The three which marginally infringe the numerical values suggested by the BRE by no more than 1.75% and are, therefore technical breaches. The reason for these breaches is their low VSC values in the existing situation, which makes the small actual changes in levels of light relate to a proportionally higher percentage. It is likely that the alterations to the daylight levels to these windows will be imperceptible. The impact on 1 – 16 Lockesfield Place is assessed to be minor adverse.
- 8.32. **41-43 Lockesfield Place.** Of the 19 windows relevant for VSC analysis 13 windows (68%) achieve BRE Guidelines. The remainder retain adequate VSC levels of between 20.88% and 25.72%. The rooms which these windows serve have also been assessed using the ADF method of analysis. 5 windows (83%) which would not achieve the suggested level of VSC relate to three rooms which meet the minimum standard required for their use. The one window which marginally breaches the ADF and VSC criteria is, by reference to the daylight distribution assessment, BRE compliant as it will enjoy a view of the sky over 90% of its room area. The impact on 41 – 43 Lockesfield Place is therefore considered to be minor adverse.
- 8.33. **58-63 Lockesfield Place** - 21 (62%) of the 34 windows achieve the BRE guidelines in terms of VSC. Only one window within 63 Lockesfield Place falls below the suggested level of VSC receiving a technical breach of only 0.76%. The 12 remaining windows, which relate to 58-62 Lockesfield Place, currently enjoy an uncommonly good level of daylight due to the absence of massing in proximity to the proposed development site. The 12 windows retain adequate VSC values of between 18.69% and 25.34%. These windows serve a total of 7 rooms of which 6 (86%) retain levels of ADF in excess of the BRE suggested numerical values for their use. The one room remaining demonstrates full BRE compliance with regards to daylight distribution with over 80% of the room’s area in view of the sky. The impact of the proposed development on these properties is therefore considered to be minor adverse.

- 8.34. The findings of the Environmental Statement on sunlight conditions in Lockesfield Place adjoining that would result from the development may be summarised as follows:
- 8.35. **16-63 Lockesfield Place.** Of the 120 windows for consideration in sunlight terms, 29 windows (24%) meet the BRE guidelines in terms of annual probable sunlight hours (a total of 25% of which 5% should be in the winter). 31 windows within these properties see increases in their level of sunlight as a result of the proposed lowering of the perimeter wall of development site at the rear of the Lockesfield Place properties. Of those which do not meet the suggested levels, 44 (48%) are already failing and therefore will be sensitive to any change in the level of massing of the development. In general the total retained values of the failing windows are very close to the BRE guideline of 25% annual probable sunlight hours indicating the retained values are adequate. The existing levels of winter sun are relatively high due to the lack of development on the site. These would be reduced with any form of development on a relatively undeveloped site. The expectation for sunlight in the winter months is less than that in summer as indicated by the BRE guidelines. Those windows with lower retained values in the proposed situation are those which receive existing low levels of APSH in and therefore are sensitive to change. Some properties (19-39 Lockesfield place), will see increases in their levels of sunlight; however, these will still fall short of the numerical levels suggested by the BRE Guidelines. There would be a **minor beneficial - minor adverse** impact on these properties in terms of sunlight.
- 8.36. Only 6.7% of the amenity space within the proposed scheme will experience permanent overshadowing on 21<sup>st</sup> March. This is considered to be a negligible impact in terms of permanent overshadowing. When assessed in terms of a transient overshadowing assessment, the proposed scheme's internal amenity spaces are affected mostly by the shadows caused by the taller aspects of the scheme. These shadows move quickly and, therefore, the areas falling into shadow are only in such a state for a short period and in the early morning and late afternoon, apart from in December when the sun is lower in the sky and the shadows are longer. The north/south orientation of the scheme assists greatly with ensuring that the greatest level of overhead sun in the middle of the day. This is considered to be a minor adverse impact in terms of transient overshadowing.
- 8.37. The Environmental Statement concluded there would be a minor adverse impact adjacent to Lockesfield Place due to wind (i.e. 1-step windier than desired from sitting to standing in Summer and leisure walking in the Winter) during the short period between the final stage of demolition and the early stages of the construction process. This is due to existing buildings in this area being temporarily exposed to the prevailing winds. It was concluded that mitigation would not be required which is a standard response to that level of wind impact. Also, there would be no adverse wind impacts during the latter phases of construction adjacent to Lockesfield Place, nor anywhere within the site on completion.

### **Affordable housing arrangements**

- 8.38. London Plan policy 3A.9 identifies the Mayor's strategic target that 50% of housing should be affordable and within that 70% should be social housing and 30% intermediate provision. The policy also promotes mixed and balanced communities.
- 8.39. London Plan policy 3A.10 requires boroughs to seek the maximum reasonable amount of affordable housing. Targets should be applied flexibly, taking account of individual site costs, any public subsidy and other scheme requirements. Policy 3A.10 is supported by paragraph 3.52, which urges borough councils to take account of economic viability when estimating the appropriate amount of affordable provision. The 'Three Dragons' development control toolkit is recommended for this purpose. The results of a toolkit appraisal might need to be independently verified.
- 9.40. London Plan paragraph 3.57 says that exceptionally a borough may consider that the required affordable housing should be provided off site e.g. where there are existing concentrations of social housing and there are benefits gained by providing the new units in a different location, such as to create more socially balanced communities, to provide a particular type of housing, such as family housing or to provide more units than is possible on the principle site.
- 8.41. The Mayor of London's Housing supplementary planning guidance states:  
*"Consideration should normally only be given to off-site provision where an alternative site or sites have been identified which would enable affordable housing provision more appropriate to the identified needs to be set and where the project is deliverable prior to the on site market development being completed. Agreements for off-site provision should be financially neutral in terms of the benefit to the applicant relative to on-site provision requirements"*
- 8.42. Core policy CP22 of the Council interim planning guidance says:  
  1. The Council will aim to maximise all opportunities for affordable housing on each site, proposing new residential dwellings in order to achieve a 50% affordable housing target, across the borough, from all sources.
  2. The Council will seek a minimum of 35% affordable housing provision on developments proposing 10 new dwellings or more.
- 8.43.. The Council's interim planning guidance policy HSG3 1 states that in seeking to negotiate the maximum reasonable amount of affordable housing, the Council will have regard to:
- The economic viability of the proposal, including individual site costs;
  - The availability of public subsidy;
  - Other planning contribution requirements;
  - The need to ensure new housing developments contributes to creating sustainable communities, including being responsive to housing needs.
- 8.33. Interim planning guidance policy HSG3 (2) states that consideration of off-site provisions will be given where an appropriate alternative site has been identified

and the Council considers this will result in a better outcome than if the affordable housing was provided on-site. Where off-site provision is proposed the Council will seek a minimum contribution of 50% affordable housing.

- 8.34. The developer seeks to link the affordable housing obligation that would arise from the redevelopment at the City Pride, 15 Westferry Road (reported separately on this agenda) to this parallel proposal for the redevelopment of 443-451 Westferry Road (Island Point). It is proposed that off-site provision is provided at Island Point in lieu of the majority of the obligation that would arise from the City Pride development. It is proposed that the majority of the private residential accommodation would be within the high rise, high density tower at The City Pride and The Island Point site would be a lower density scheme with a focus on affordable family accommodation.
- 8.44. The applicant has submitted an Affordable Housing Statement and Economic Appraisal to justify the quantum of affordable housing and explain the rationale behind and benefits of the provision of off site affordable housing. In summary, the Appraisal states the joint development would allow a greater quantum of affordable housing and the location of the majority of the affordable housing at Island Point would offer the following benefits for affordable housing:
- Greater number of terrace-style houses;
  - A better mix of larger family units;
  - Family units at ground floor with private amenity space;
  - Ground floor wheelchair adapted family housing;
  - Low rise accommodation in discrete blocks;
  - Overlooked amenity space;
  - Integrated RSL management service.
- 8.45. The joint development would provide 41% affordable housing across both sites. It is proposed that 5% of the total habitable rooms of the dwellings within the City Pride development would comprise shared ownership affordable housing units. This amounts to 18 dwellings amounting to 50 habitable rooms. At Island Point, 91% of the total habitable rooms within the development would be affordable housing units. This means that 166 dwellings comprising 655 habitable rooms would be provided for social rented units (118 dwellings) and as intermediate units (48 dwellings). It is understood that the developer intends to seek funding from the Homes and Communities Agency.
- 8.46. Across both sites the proposals would provide an affordable housing ratio of 73% social rented and 27% intermediate units measured by habitable rooms and 64% social rented and 36% intermediate units. This would comply with policy 3A.9 of the London Plan.
- 8.47. The applicant's Affordable Housing Statement and Economic Appraisal has been independently assessed by AtisReal. Instructions to AtisReal were to test the applicant's assertion that the scheme can only provide 41% of the habitable rooms (30% of units) as affordable housing, but also whether there is any scope for an increase in the provision of on-site affordable housing, or a commuted sum.



8.48. Atis Real advises:

*“The Applicant has tested the residual land value generated by the development against the price paid for the site. GLA Toolkit guidance indicates that residual land values should be tested against Existing Use Value or Alternative Use Values. The applicant has not submitted any formal (or informal) valuation of existing or alternative uses on the sites. While existing use values are understood to be low, it is likely that alternative use values (i.e. a use that would not attract affordable housing requirements) would be significantly higher.*

*Although the Applicant has not followed GLA guidance in this case by benchmarking against EUV, it should be noted that the residual value of the proposed development of £47.46 million is significantly lower than the purchase price of £64.9 million. Despite this, it is understood that the applicant will commit to providing 40% affordable housing. However, benchmarking against EUV would enable the scheme to provide a significantly higher proportion of affordable housing.*

8.49. The consultant to the developer (Knight Frank) claims that, at 41% affordable housing, the scheme would result in residual value (loss) of minus £17.44 million as follows:

**Table 5.2.1: Knight Frank Assumptions on Affordable Housing Values**

| <b>% Affordable Housing (by hab rooms)</b> | <b>% Social rent</b> | <b>% Shared Ownership</b> | <b>Total residual land value</b> | <b>Purchase Price</b> | <b>Residual Land Value less Purchase Price</b> |
|--|----------------------|---------------------------|----------------------------------|-----------------------|--|
| 41%  | 64%                  | 36%                       | £47.46                           | £64.90 m              | <b>-£17.44</b>                                 |

8.50. AtisReal’s finds that the provision of 41% affordable housing would produce a residual value of minus £630,000. 50% affordable housing would result in a residual value of minus £17.76 million as follows:

**Table 5.2.1: Atisreal Assumptions on Affordable Housing Values**

| <b>% Affordable Housing (by hab rooms)</b> | <b>% Social rent</b> | <b>% Shared Ownership</b> | <b>Total residual land value</b> | <b>Purchase Price</b> | <b>Residual Land Value less Purchase Price</b> |
|--|----------------------|---------------------------|----------------------------------|-----------------------|--|
| 41%  | 64%                  | 36%                       | £64.27                           | £64.90 m              | -£0.63   |
| 50%  | 62%                  | 38%                       | £47.11                           | £64.90 m              | -£17.76  |

8.51. AtisReal further advise that there is sufficient ambiguity in the GLA toolkit guidance around the use of existing use values and alternative use values to suggest that benchmarking against EUV may not be a tenable position in any planning appeal. If the Council refused consent and the Applicant were able to demonstrate at an appeal that an alternative use existed that had a value of at least £47.46 million, (s) he would be able to demonstrate that the level of affordable housing has been maximised. While such an alternative use value may not exist in the current market, it is likely that at the time of purchase, a commercial or alternative mixed use scheme could have attracted such a value.

8.52. AtisReal conclude that the development can viably provide 41% affordable housing by habitable rooms. A development providing 50% affordable housing by habitable rooms, would produce a deficit of £17.7 million.

8.53. The Committee needs to determine:

- Firstly, whether the principle of providing the majority of the affordable housing obligation at the Island Point development is acceptable in principle and,
- Secondly, whether the offer of 40% affordable housing across both sites is reasonable.

**Dwelling mix**

8.54. Policy HSG 2 of the Council’s interim planning guidance says the Council will require that sites providing social rented housing provide it in accordance with the housing mix outlined in Table DC1: Housing Mix as follows:

**Table DC1: Housing Mix**

| Housing Type         | Social Rented Housing as a percentage (%) of units |
|----------------------|--|
| Studios              | 0  |
| One bedroom          | 20   |
| Two bedroom          | 35   |
| Three bedroom        | 30   |
| Four bedroom         | 10   |
| Five and six bedroom | 5  |

8.55. Policy HSG2 also says that the Council will require that both the intermediate housing and market housing components of housing provision contain an even mix of dwelling sizes, including a minimum provision of 25% family housing, comprising 3, 4 and 5 plus bedrooms.

A breakdown of the residential units for Island Point is shown below.

|              | Private   | Social rented | Intermediate | Total      | %  |
|--------------|-----------|---------------|--------------|------------|----|
| 1 bed        | 8         | 18            | 10           | <b>36</b>  | 20 |
| 2 bed        | 12        | 9             | 28           | <b>49</b>  | 27 |
| 3 bed        | 3         | 29            | 10           | <b>42</b>  | 23 |
| 4 bed        | 0         | 44            | 0            | <b>44</b>  | 24 |
| 5 bed        | 0         | 18            | 0            | <b>18</b>  | 6  |
| <b>Total</b> | 23        | 118           | 48           | <b>189</b> |    |
| %            | <b>12</b> | <b>62</b>     | <b>26</b>    |            |    |

8.56. The proposal in the socially rented sector conflicts with interim planning guidance policy HSG2 as 15% one bed flats are proposed against a policy target of 20%, there would be an 8% provision of 2 bed flats against a policy target of 35%, a 25% provision of 3 bed flats against a policy target of 30%, a 37% provision of 4 bed flats and houses against a policy target of 10% and a 15% provision of 5 bed units against our policy target of 5%. In the intermediate provision, the proposal for Island Point is a 21% provision of 1 bed units against a policy target of 37.5%, a 58% provision of 2 bed units, against a policy target

of 37.5% and a 21% provision of 3 bed units against a policy target of 25%.

8.57. Overall, across both sites, the residential breakdown is shown below.

|              | <b>Private</b> | <b>Social rented</b> | <b>Intermediate</b> | <b>Total</b> | <b>%</b> |
|--------------|----------------|----------------------|---------------------|--------------|----------|
| Studio       | 57             | 0                    | 0                   | <b>57</b>    | 9        |
| 1-bed        | 166            | 18                   | 14                  | <b>198</b>   | 32       |
| 2-bed        | 180            | 9                    | 42                  | <b>231</b>   | 37       |
| 3-bed        | 32             | 29                   | 10                  | <b>71</b>    | 12       |
| 4-bed        | 0              | 44                   | 0                   | <b>44</b>    | 7        |
| 5-bed        | 0              | 18                   | 0                   | <b>18</b>    | 3        |
| <b>Total</b> | 435            | 118                  | 66                  | <b>619</b>   | 100      |
| <b>%</b>     | <b>70</b>      | <b>19</b>            | <b>11</b>           |              |          |

8.58. The Mayor of London's Housing SPG provides a London-wide target for the mix of affordable unit sizes within developments. The table below compares the proposed mix of units against the targets within the SPG.

|                | <b>Overall</b> |        | <b>Social rented</b> |        | <b>Intermediate</b> |        |
|----------------|----------------|--------|----------------------|--------|---------------------|--------|
|                | SPG            | Scheme | SPG                  | Scheme | SPG                 | Scheme |
| <b>1 bed</b>   | 32%            | 41%    | 19%                  | 15%    | 65%                 | 21%    |
| <b>2/3 bed</b> | 38%            | 49%    | 39%                  | 32%    | 0%                  | 79%    |
| <b>4 bed +</b> | 30%            | 10%    | 42%                  | 53%    | 34%                 | 0      |

8.59. If the Committee decides that the principle of the providing the majority of the affordable housing arising from the City Pride development within the Island Point development is acceptable, the Committee also needs to determine whether the proposed dwelling mix across both sites is satisfactory, complies with the borough's aim of providing mixed balanced and sustainable communities or, whether any exception is justified given the special circumstances applying to the two sites.

8.60. The applicant says that the Island Point development seeks to maximise the amount of affordable family accommodation provided within the joint development with the focus of that provision being largely within the social rented sector. The development will deliver 53% family accommodation (3 bed and above) across the social and intermediate tenures.

8.61. An objective of council policy is to promote the provision of family housing and, within the affordable element, for that to be focused within the social rented sector. The Council's Community Plan sets out the vision for the borough until 2020. The document sets out the idea of 'One Tower Hamlets' and identifies certain priorities for the Council over that period. The main priority of the

Council is to create a *'great place to live'*, with the requirement to address the under supply of housing to match need, specifically referring to a mismatch in available affordable housing for families. The Island Point development itself meets this objective.

- 8.62. Island Point is located within the Millwall Ward, with Blackwall and Cubitt Town located in the vicinity of the site. A summary of the census data on housing tenure within those wards is:

| Tenure                  | Ward     |                         | Borough Average |
|-------------------------|----------|-------------------------|-----------------|
|                         | Millwall | Blackwall & Cubitt Town |                 |
| <b>Council</b>          | 19%      | 28%                     | 38%             |
| <b>RSL</b>              | 13.4%    | 11%                     | 15%             |
| <b>Mortgage</b>         | 27.3%    | 24.6%                   | 19%             |
| <b>Outright Own</b>     | 7%       | 7.6%                    | 8%              |
| <b>Private Rented</b>   | 29%      | 24%                     | 15%             |
| <b>Shared Ownership</b> | 1%       | 1.7%                    | 2%              |

- 8.63. The census data reveals the under supply of rented accommodation in Council and Housing Association ownership when compared to the borough average. The developer asserts that the Island Point development would help to address that need and provide a high proportion of affordable family accommodation, focused in the social rented sector.

#### **Access and servicing arrangements**

- 8.64. The site is located in an area of reasonable access to public transport (PTAL 3). There are accessible bus services on Westferry Road and East Ferry Road with DLR services at Mudchute and Island Gardens. River bus services are available from Masthouse Terrace Pier 500m west of the site.
- 8.65. Traffic and Transportation confirm that the applicant's estimates of Trip Generation and its Assignment are satisfactory and the proposed increase in traffic would not have a detrimental effect on the highway network which would operate within capacity.
- 8.66. 95 parking spaces would be provided which accords with the maximum standard of 0.50 per dwelling set out in the Council's interim planning guidance. 10 % disabled parking (10 spaces) are proposed which also accords with Table PS6: Accessible Parking Spaces of the interim planning guidance. The developer has agreed that a car club should be made available to residents of the development who may not have access to a parking bay. Cycle parking would be provided at 1 per unit for the development in accordance with standards.
- 8.67. Access for servicing and refuse vehicles would be in the centre of the site from

Westferry Road. As mentioned, to move the access eastwards to the position recommended by CABI would result in disturbance to residents in Lockesfield Place and is considered undesirable.

- 8.68. A pedestrian access is also proposed to link into Julian Place, which is a short cul-de-sac running eastwards off Chapel House Street. Objection has been raised to this arrangement as this would provide the main route to Mudchute DLR station, increasing foot traffic, noise and possible loitering.
- 8.69. The redevelopment of the site would result in increased pedestrian movement. The Mudchute and Island Gardens DLR Stations are approximately equidistant from the site. It is estimated that trips generated by the DLR would be 26 arrivals in the morning peak and 61 departures – a total of 87 pedestrian trips to both stations. In the evening peak, the estimates are 41 arrivals and 32 departures – a total of 73 trips. If the trips were assigned equally to the two stations, the additional pedestrian traffic using Julian Place would be approximately 44 trips in the morning peak and 37 trips in the evening peak. It is considered this would have a negligible effect on residential amenity in Julian Place.
- 8.70. Overall, access and servicing arrangements are considered satisfactory and policy compliant. The developer has agreed to submit and implement a residential travel plan, a delivery service plan and a construction logistics plan.

### **Landscaping**

- 8.71. 37% of the overall site area would comprise public open space. The applicants design principles to guide and inform the landscaping of the development are:
- To connect the site to the established communities in the area, to ensure it is well integrated into the local area;
  - To provide a safe environment for residents;
  - To create a series of legible spaces with a variety of uses that contribute to the local open space network;
  - To provide new children's play areas and communal amenity space
  - To meet the 20% open space requirements identified by Tower Hamlets;
  - To meet the play space requirement set out by the GLA,
  - To respond to and provide a setting for the architectural form.
- 8.72. The proposed landscape concept takes the idea of a flowing river, with its source at the south of the site, meandering to the north through a series of open spaces. These are described as a "home zone at the rear of Blocks A & B fronting Westferry Road, a "Central Space" in the middle of the site and "Open Space" between the townhouses. These spaces, which would be defined by trees, pergolas and play walls at their perimeter, would allow residents and the local community of all ages and abilities to enjoy a variety of experiences, including both active and passive recreation. Green and brown roofs are also proposed throughout the development and there would be private garden areas and amenity terraces.

- 8.73. Set against the GLA's Supplementary Planning Guidance for play provision the developer says the following play provision would be made for children aged 0-4 and 5-11. The provision for older children would be via a contribution to the Council.

| Age Groups                            | Child Yield | Amount of play space required by GLA m2 | Amount of play space provided m2 |
|---------------------------------------|-------------|---|----------------------------------|
| 0-4 Provided within 100m of dwellings | 62.15       | 622                                     | 660m2                            |
| 5-10 Provided within 100m of site     | 85.24       | 852                                     | 963m2                            |
| 11-15 Provided within 800m of site    | 60.2        | 602                                     | Provided within 400m2 off site   |

- 8.74. It is considered that the landscaping proposals have the potential to comply with UDP policy DEV12 – 'Landscaping and trees'. The details are not complete and it is recommended that any planning permission is conditioned to require the approval and implementation of a detailed landscaping scheme to include the treatment of the perimeter wall to property in Chapel House Street and Locksfield Place that has been a concern of neighbours.

#### **Sustainable development / renewable energy**

- 8.75. The Greater London Authority and the Council's Energy Officer are largely content with the proposed energy strategy, subject to any planning permission being conditioned to require the approval of further details to ensure compliance with policies 4A1 to 4A9 of The London Plan, policies CP38, DEV5 to DEV9 of the Council's interim planning guidance together with national advice in PPS22: Renewable Energy

#### **Planning obligations**

- 8.76. Planning obligations can be used in three ways: -
- (i) To prescribe the nature of the development to ensure it is suitable on planning grounds. For example, by requiring a given proportion of housing is affordable;
  - (ii) To require a contribution to compensate against loss or damage that will result from a development. For example, loss of open space;
  - (iii) To mitigate the impact of a development. For example, through increased public transport provision.
- 8.77. Planning obligations should only be sought where they meet the 5 key tests outlined by the Secretary of State in Circular 05/2005. Obligations must be:

- (i) relevant to planning;
- (ii) necessary to make the proposed development acceptable in planning terms;
- (iii) directly related to the proposed development;
- (iv) fairly and reasonably related in scale and kind to the proposed development; and
- (v) reasonable in all other respects.

8.78. Following consultation, in addition to a contribution to affordable housing, the following section 106 obligations have been requested:

8.80. **Greater London Authority (Transport for London)**

- The condition of two bus stops within 400 metres of the development to be assessed and where deficient upgraded at an estimated £10,000 per stop.
- A contribution of £113,400 towards improving local bus services.
- A £20,000 contribution for the installation of DAISY boards.
- The provision of a cycle route along the Westferry Road frontage.
- A delivery and service plan and construction logistics plan.
- Car free arrangements

8.81. **Policy and Development Manager - Cultural Services**

|                                    |              |
|------------------------------------|--------------|
| Open space contribution            | £290,830     |
| Leisure facilities contribution    | £270,188     |
| Libraries /Idea Store contribution | £ 69,160     |
| <br>Total contribution requested.  | <br>£630,178 |

8.82. **Head of Transportation and Highways**

Advises a highway improvement contribution of £240,000 is required for:

1. Improving the visibility on Westferry Road as a result of the new junction and access point to the site.
2. Traffic calming measures on Westferry Road to include a speed table and entry treatment at the access point to the site.
3. The provision of a cycle lane on Westferry Road.
4. Improvement and resurfacing works to the carriageway adjacent to the site as a result of damage cause due to construction vehicles and the redevelopment of the site.

These contributions do not include section 278 works which would be subject to a separate agreement at a later stage.

8.82. **Children’s Services (Education Development)**

A pooled contribution towards the provision of 53 additional primary school places @ £12,342 = £654,126.



8.83. **Strategic Transport Team**

- Car free agreement.
- Contribution to a cycle route along Westferry Road.
- The formation of a car club for residents of the development with dedicated parking provided for the club's vehicles.
- The implementation of a Travel Plan.
- A £75,000 contribution to fund a station for 15 bicycles to form part of the London Cycle Hire Scheme.

8.84. **Tower Hamlets Primary Care Trust**

- Total Capital Planning Contribution £ 367,869
- Total Revenue Planning Contribution £1,228,415
- Combined contribution sought for health £1,596,284

8.85. Traffic information DAISY board(s) would be installed by the developer and no financial contribution is required. In line with established practice, the developer has been requested to make a capital contribution to the Tower Hamlets Primary Care Trust. The following package of planning obligations, which is considered to meet the tests of Circular 05/2005, has been offered by the developer and is recommended.

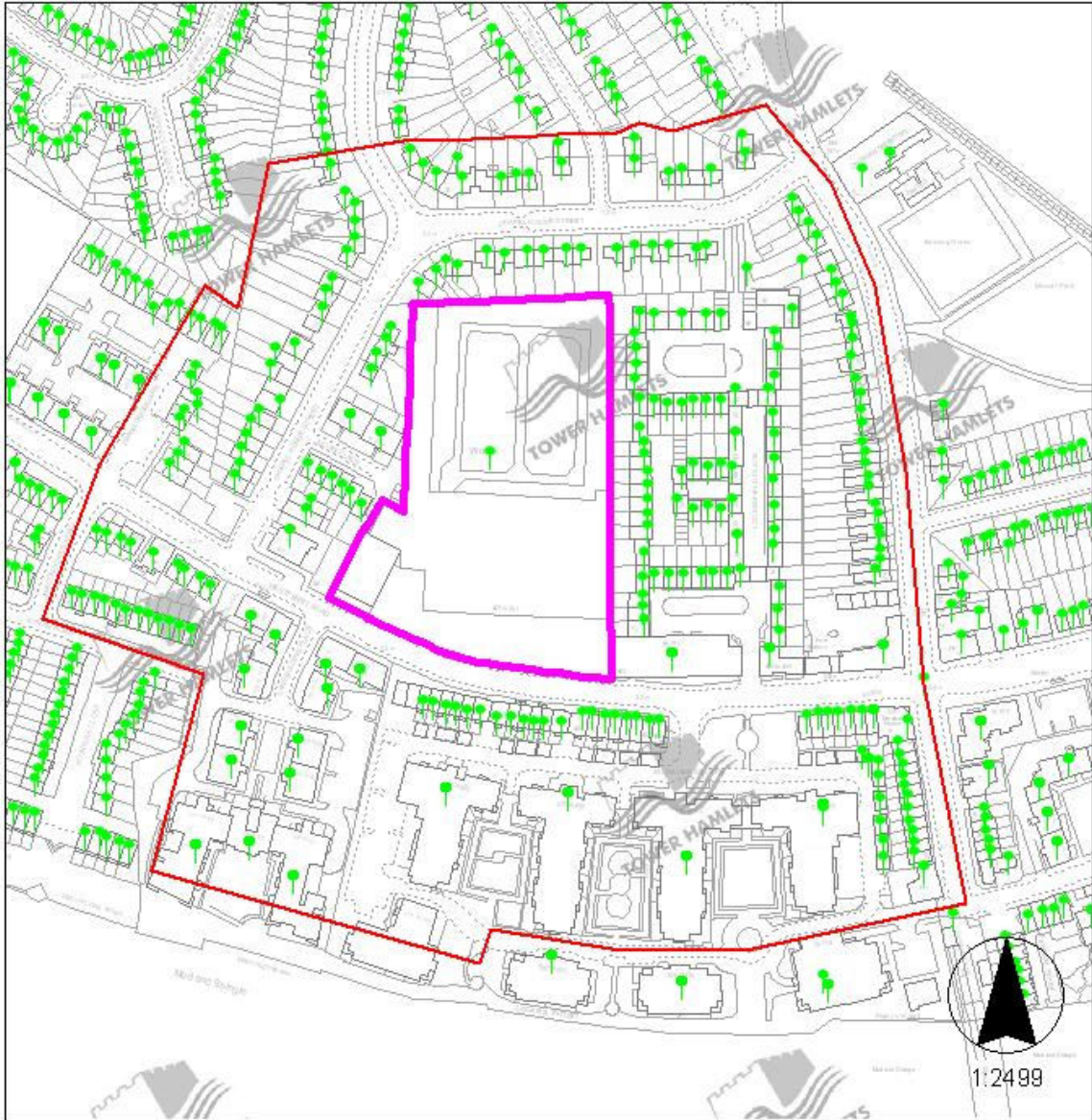
| Project   | Estimated cost  |
|---|-----------------|
| <p><b>Affordable housing</b><br/>To provide 41% of the residential accommodation across both the City Pride and Island Point (443-451 Westferry Road) sites as affordable housing measured by habitable rooms with a tenure split of the affordable accommodation being 73% social rented and 27% intermediate housing with a mechanism to ensure that the affordable housing at the Island Point site is provided prior to the on-site market housing at both sites is completed.</p>            | <p>_____</p>    |
| <p><b>Bus Network Contribution</b> comprising £113,400 to fund improvements to local bus services and £20,000 to fund the upgrading of bus stops.</p>   | <p>£133,400</p> |
| <p>To fund and implement a <b>Transport Plan</b> comprising:</p> <ul style="list-style-type: none"> <li>• The submission and implementation of a residential travel plan, a delivery service plan and a construction logistics plan.</li> <li>• The establishment and funding of a residents car club.</li> <li>• The provision of DAISY boards to provide driver and transport information. (£20,000).</li> <li>• A £75,000 contribution to allow TfL to fund a bicycle hire station.</li> </ul> | <p>£75,000</p>  |

|  |                   |
|--|-------------------|
| <ul style="list-style-type: none"> <li>• Car free arrangements that prohibit residents from purchasing on street parking permits from the borough.</li> </ul>    |                   |
| A <b>Community and Open Space Contribution</b> to help fund open space improvements, leisure facilities and Library / Idea Store facilities on the Isle of Dogs. | £630,178          |
| An <b>Education contribution</b> .   | £654,126          |
| A <b>Highway Improvement Works Contribution</b>  | £240,000          |
| A <b>Healthcare contribution</b> to help fund the capital programme of the Tower Hamlets Primary Care Trust.   | £367,689          |
| To participate in the Council's Access to Employment and / or Skillsmatch programmes.  | _____             |
| <b>Total recommended financial contribution.</b>   | <b>£2,100,393</b> |

## 9. CONCLUSION

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

# Site Map



### Legend

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

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. The Site Map was reproduced from the Ordnance Survey mapping with the permission of Her Majesty's Stationery Office © Crown Copyright. London Borough of Tower Hamlets LA086568