

<b>Committee:</b> Development Committee	<b>Date:</b> 30 November 2005	<b>Classification:</b> Unrestricted	<b>Report Number:</b> DC028/056	<b>Agenda Item Number:</b> 5.2
<b>Report of:</b> Director of Development and Renewal  <b>Case Officer:</b> Scott Hudson		<b>Title:</b> Town Planning Application  <b>Location:</b> FORMER GOODMAN'S FIELDS, LAND NORTH OF HOOPER STREET AND EAST OF 99 LEMAN STREET, HOOPER STREET, LONDON, E1 8BP  <b>Ward:</b> Whitechapel		

## 1. SUMMARY

### 1.1 Registration Details

**Reference No:** PA/04/1916

**Date Received:** 22/12/2004

**Last Amended Date:** 7/10/2005.

### 1.2 Application Details

**Existing Use:** Car park  
**Proposal:** Proposed amendments to phase 1 of the Goodmans Fields Masterplan to form 266 residential units with associated works.  
**Applicant:** DTZ PIEDA CONSULTING.  
**Ownership:** Royal Bank of Scotland Development Group  
**Historic Building:** N/A  
**Conservation Area:** N/A

## 2. RECOMMENDATION:

2.1 That the Development Committee **grant** Full Planning permission subject to the conditions and S106 legal agreement outlined below:

### 2.1.1 Conditions:

- (1) Time limit for commencement (5 years)
- (2) Construction hours (8am-6pm Mon to Fri, 8am-1pm Sat, no Sundays or Public Holidays)
- (3) External Materials & Finishes sample.
- (4) Landscaping plan/Maintenance
- (5) External lighting plan
- (6) Sound insulation between flats/external noise.
- (7) Contamination investigations
- (8) Environmental Agency conditions
- (9) Implementation of a program of archaeological work.
- (10) Refuse/recycle facilities
- (11) Residential Parking Only.
- (12) Vehicular Access
- (13) Wheel Cleaning.

### 2.1.2 Section 106 Legal Agreement to secure the following:

1. 25% (62 units/5,184sq.m.) of the dwellings proposed in this application are to be made available for affordable housing provision.

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

Brief Description of background paper:	Tick if copy supplied for register	Name and telephone no. of holder
Application case file, plans, supporting technical reports, UDP, PPGs.	√	Development Control: -020 7364 5338

2. Car-free agreement (strictly limiting the availability of on-street residents car parking permits to those persons holding a disabled person's badge issued pursuant to section 21 of the Chronically Sick and Disabled Persons Act 1970).
3. Introduction of car share club to assist in reducing car usage and ownership.

### 3. **BACKGROUND**

#### **Subject site and Surrounds:**

- 3.1 Goodmans fields is a 3.75 hectare, roughly rectangular site owned by the Royal Bank of Scotland. The site is bounded by Leman Street to the west, Hooper Street to the south, Gower's Walk to the east and Alie Street to the north. Modern and unsympathetic office buildings occupy the majority of the Goodmans Fields site, including the 1970's red brick ancillary and operations facility. The exception to this is the Leman Street frontage, including the Grade II Listed 99 Leman Street, which provide the only interest and grandeur on the Goodmans Fields site and the warehouse topography that characterises the locality.
- 3.2 The site covered by this application is the vacant land in the south eastern corner of the Goodmans Fields site and is currently used as a surface car park by employees of the Royal Bank of Scotland.

#### **History**

- 3.3 The Development Planning Committee issued Outline Planning Consent (PA/02/0678) on the 14 January 2004, which establishes a masterplan identifying areas for particular land uses. The outline masterplan approval allows for the siting and means of access only in association with the redevelopment of the whole site. The outline scheme indicated use for residential, financial and professional uses (A2), restaurant/public house (A3), retail (A1), offices (B1), live/work and ancillary services. A S106 legal agreement (signed 26 September 2005) secures the following:
  - Affordable housing provision (25% of dwellings across the whole site).
  - Provision of 9% key worker housing (for the whole site).
  - Highway improvements.
  - Car-free agreement.
  - TfL requirements – improved signage to stations and cycle routes, open space improvements and Aldgate East/City Fringe Study.
  - Provision of primary health care (local doctor's surgery).
  - Employment opportunities for the Borough.
  - Public access to main square.
  - Adequate television reception.
  - Introduction of a car-share club.
  - Green Transport Strategy.
- 3.4 The conversion of the listed 99 Leman Street (PA/03/0585) was the first trio of approved applications to be issued following the outline consent being determined. The applications are all linked through the s106 affordable housing provisions. This application allowed for the conversion of the existing building into 43 flats and was approved by the Development Committee on the 8 October 2003. A signed S106 agreement (28 October 2004) secured the following:
  - Affordable housing provision to be provided within the adjacent Gowers Walk/Hooper Street consent (PA/03/1305). In the event of this proposal not being implemented, 25% affordable housing would be required on this site.
  - Car free agreement.
- 3.5 Planning Consent (PA/03/1056) for the site at the rear of 75-79 Leman Street and adjacent to 7 Hooper Street (known as "1 & 2 Goodmans Square") was issued by the Development Committee on the 14 January 2004. This consent allows for erection of a six-storey plus basement building to provide 40 flats, landscaping, new vehicular access and basement car parking. A S106 agreement was signed on the 28 October 2005 which secured the following:
  - Provision of affordable housing to be provided within the adjacent Gowers Walk/Hooper Street (PA/03/01305). In the event of this proposal not being implemented, 25% would be required on this site.
  - Car free agreement.
  - Highways works.
- 3.6 The Development Committee issued full planning permission (PA/03/01305) for part of the subject site on

the 11 February 2004. This application (known as "Gowers Court") sort the approval of detailed matters relating to the erection of 212 flats in one 5-storey building, two 6-storey buildings and one 7-storey building together with a basement car park providing 112 car parking spaces, 23 motorbike spaces and 104 bicycle spaces. This application is known as Phase 1 of the overall masterplan (Outline Planning Consent PA/02/00678). A S106 legal agreement was signed on the 28 October 2004 which secured the following in relation to this site:

- Affordable housing provision of 25% across all three of the Phase 1 sites (which includes 99 Leman Street).
- Car free agreement.
- Introduction of a car-share club.
- Highway works.

3.7 Two further planning applications (and associated Listed Building Consents) have been submitted to the Council for the amendments to the approved scheme at 99 Leman Street (application numbers PA/05/1396, PA/05/1397, PA/05/1398 and PA/05/1400). The amendments seek to change the use of the ground and basement floors of the existing building (from vacant offices) and internal amendments to incorporate 40 flats and 42 flats separately. The two applications relate to the potential subdivision of the 5<sup>th</sup> floor, which was originally the ballroom for the existing building. These applications are yet to be determined.

### **Proposal**

3.8 The current application incorporates amendments to the two larger sites, Gowers Court (PA/03/1305) and 1 & 2 Goodmans Square (PA/03/1056), and is now known as "City Quarter". The proposed amendments incorporate the following:

- The provision of 266 residential units (an additional 14 units to the previously approved total of 252 units).
- A total provision of 76 affordable housing units (28% of total units for this site, 25% across all Phase 1 sites). Previous approval allowed 72 units
- Provision of a single basement across the Phase 1 sites (previously two separate basements).
- The blocks known as "The Square" and "Hoopers Yard" moved 440mm east and 100mm north.
- Additional storey (3200mm) to Block C, to 8 storeys.
- Additional height of 30mm to Block A.
- Additional height of 120mm to Block B.
- Additional height of 120mm to Block D.
- Addition of projecting louvers at roof level to the south elevation of Block A.

3.9 The plans were amended on the 12 August 2005 to incorporate alterations to the affordable housing provisions. The proposed studio units were deleted and the number of one bedroom units reduced. This resulted in an increase in the number of two and three bedroom units. As result, this required internal alterations and a reduction in the total number of affordable housing units (76 units to 62 units). However, the floor area of the affordable housing units (5,184 sq.m.) has not altered. The proposed mix is as follows:

- 22 x 1 bedroom.
- 19 x 2 bedroom.
- 21 x 3 bedroom.

3.10 Further amendments were received on 12 October 2005, which incorporated alterations to the basement, a reduction in car parking numbers and location of waste/recycling storage areas. These amendments included the following:

- A reduction of the car parking spaces to 108 (previously approved of 150).
- Internal layout alterations to the basement car park.
- Relocation of waste/recycling areas for Block A, situated closer to the lift core.
- Flat A0.01 reduced to 1 bedroom flat and flat A0.02 increased to a 2 bedroom flat (private sale component).

## **4. PLANNING POLICY FRAMEWORK**

### **Comments of Chief Legal Officer**

4.1 The relevant policy framework against which the Committee is required to consider planning applications includes the adopted London Plan 2004, the Council's Community Plan, the adopted Unitary Development

Plan (UDP) 1998, the Draft UDP and Interim Planning Guidance Notes.

- 4.2 Decisions must be taken in accordance with sections 54A and 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004. Section 70(2) of the Town and Country Planning Act 1990 is particularly relevant, as it requires the Committee to have regard to the provisions of the Development Plan, so far as material to the application and any other material considerations.
- 4.3 Whilst the adopted UDP 1998 is the statutory development plan for the Borough, it will be replaced by a more up to date set of plan documents which will make up the Local Development Framework (LDF). The emerging policies in the Draft UDP and the Interim Planning Guidance will inform the LDF and, as the replacement plan documents progress towards adoption, they will gain increasing status as a material consideration in the determination of planning applications.
- 4.4 The report takes account not only of the policies in statutory UDP 1998 but also the emerging plan, which reflect more closely current Council and London-wide policy and guidance.
- 4.5 In accordance with Article 22 of the General Development Order 1995 members are invited to agree the recommendations set out above which have been made on the basis of the analysis of the scheme set out in this report. This analysis has been undertaken on the balance of the policies set out below and any other material considerations set out in the report.

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

Archaeological importance or potential  
Central Area Zones

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

DEV1: Design Requirements  
HSG2: Location of New Housing  
HSG3: Affordable Housing  
HSG7: Dwelling Mix and Type  
HSG8: Wheelchair and Mobility Standards  
HSG9: Density in Family Housing  
HSG13: Standard of Dwellings  
HSG16: Housing Amenity Space  
T17: Planning Standards (Parking, Cycle Provision & Pedestrians)

- 4.8 The following New Unitary Development Plan 1<sup>st</sup> Deposit Draft **proposals** are applicable to this application:

Mixed Use Site No. 60.  
Central Activities Zone.  
Archaeological Importance/Potential.

- 4.9 The following New Unitary Development Plan 1<sup>st</sup> Deposit Draft **policies** are applicable to this application:

EMP3: Central Activities Zone.  
TC7: New Developments and the Sequential Approach.  
HSG1: Housing Provision  
HSG2: New Housing Developments.  
HSG4: Affordable Housing Target  
HSG5: Affordable Housing Ratio and Mix  
HSG8: Dwelling Mix and Type.  
HSG9: Housing Density.  
HSG10: Lifetime Homes & Wheelchair/Mobility Housing.  
HSG12: Amenity Space  
TRN1: Transport and Development.  
TRN10: Pedestrian Permeability.  
TRN11: Bicycle Facilities.  
UD1: Scale and Density.  
UD2: Architectural Quality.  
ENV1: Amenity.

ENV6 Sustainable Construction Materials.  
ENV7: Air Pollution.  
ENV8: Energy Efficiency.  
ENV11: Waste Disposal and Recycling Facilities.  
CFR1: Development Nodes  
CFR2: Master Plans  
CFR3: Activity Nodes.

4.10 The following **Planning Standards** are applicable to this application:

(1) Planning Standard No.3: Parking, Loading, Circulation and Access/Parking

4.11 The following Supplementary Guidance Notes (**SPGs**) are applicable to this application:

(1) Supplementary Planning Guidance for Residential Space

## **5. CONSULTATION**

5.1 The following were consulted regarding this application:

(1) **Conservation & Urban Design**

No objections raised.

(2) **Environmental Health**

No objection subject to standard conditions being included in any permission granted.

(3) **Highways**

No objections subject to a car-free agreement and agreed highway works to Gowers Walk and Alie Street.

(4) **Housing**

No objections on the basis that the proposal is considered an amendment, and that there is additional family housing provided.

5.2 The application has been advertised in the press and on site. In addition, notices of the proposals were sent to owners/occupiers of adjoining properties. The submissions received as a result of this process are summarised below. Further re-consultation occurred with the submission of amended plans.

5.3 Responses from neighbours were as follows:

No. Responses: 4      In Favour: 0      Against: 4      Petition: 0

5.4 The issues raised by objections are summarised below

(1) Insufficient car parking and traffic congestion.

## **6. ANALYSIS**

### **Proposal**

6.1 The applicant is requesting permission for the erection of 266 dwellings to be accommodated within five blocks arranged around a central courtyard at varying heights ranging between five and eight storeys on land at the south west corner of Gower's Walk and Hooper Street, London E1.

### **Land Use/Density.**

6.2 The use of the site for residential purposes was considered in the report for the Outline Permission (PA/02/00678) granted permission on the 14 January 2004. Therefore the use of the site has been established in accordance with Policy HSG2 and no objection is raised on policy grounds. Further planning consents for residential use for the site area was issued on 11 February 2004 (PA/03/01305) and 14 January 2004 (PA/03/01056).

6.3 In addition, the density of the site (approximately 642 habitable rooms per hectare) was previously considered to be appropriate on the consent applications as detailed in paragraph 6.2. The current proposal sees a marginal increase in the density for the site (additional 14 units). As a result, the amendments with regards to density are considered to be appropriate in this instance.

**Housing**

6.4 The current application originally proposed a total of 266 flats, with a total provision of 76 affordable housing units, which consisted of the following mix:

- 12 x studio.
- 38 x 1 bedroom.
- 7 x 2 bedroom.
- 19 x 3 bedroom.

6.5 However, the application was later amended to address the affordable housing needs of the Borough as detailed in the Council’s Housing Need Survey (2004). As a result the studios were deleted and a larger number of family accommodation provided. The revised affordable housing would consist of the following:

- 0 x studio.
- 22 x 1 bedroom.
- 19 x 2 bedroom.
- 21 x 3 bedroom.

6.6 Although the total number of affordable housing units had been reduced from 76 to 62 to allow for larger family units, the total floor area has remained at 5,184sq.m. This is compared with the approved scheme, which approximately had 4,872sq.m. of affordable housing floor space. A direct comparison of the amendments as follows in the table below:

Affordable Accommodation Type	As Approved PA/03/1305 (Feb 2004)		Originally submitted Proposal (Dec 2004)		As Proposed (Aug 2005)	
	Unit No.	sq.m.	Unit No.	Floorspace sq.m.	Unit No.	sq.m.
<b>Studio</b>	14		12		0	
<b>1 Bed</b>	34		38		22	
<b>2 Bed</b>	6		7		19	
<b>3 Bed</b>	18		19		21	
<b>Total</b>	<b>72</b>	<b>4,872</b>	<b>76</b>	<b>5,184</b>	<b>62</b>	<b>5,184</b>
<b>% of Total</b>	<b>25</b>	<b>21</b>	<b>25</b>	<b>21</b>	<b>21</b>	<b>21</b>

6.7 Policy HSG3 of the UDP states that Council will seek a reasonable provision of affordable housing on large housing developments with a capacity for 15 dwellings or more, consistent with the merits of each case and with the strategic target of 25% affordable housing outlined in policy ST21. However, policies HSG4 and HSG4 of the 1<sup>st</sup> Deposit Draft UDP seek to have 35%, based on floor area and a mix that meets the needs of the Borough. As a result, there is a different measurement for calculating the affordable housing levels between the two different applications (percentage of unit numbers as compared to percentage of floor area). Moreover, the whole of the Goodmans Fields site has a signed s106 legal agreement for the provision of 25% affordable housing, with an additional 9% key worker, giving a total of 34% across the sites.

6.8 It is acknowledged that the provision of affordable housing does not meet the current Council Policy HSG4 of the Draft UDP for 35% of the floor area. However the amended provision complies with the requirements of HSG5 of the Draft UDP, by better meeting the needs of the Borough as detailed in the Council’s Housing Need Survey (2004). This has been achieved through the deletion of studio units and a total increase in larger family units. As a result, the amended scheme is considered to be an improvement to the consent scheme by better meeting the needs of the Borough through the revised housing mix.

6.9 Furthermore, the total floor space of the affordable housing provision has increased from the previously approved scheme. The consented scheme allows for a total of 4,872sq.m. of affordable housing. However, the amended scheme would provide a total of 5,184sq.m of affordable housing. Therefore it is considered

that the provision of affordable housing is seen as an improvement to the previously consent scheme, through the increase in floor space and the provision of additional family units. As a result, the revised provision and mix was considered to be acceptable by the Housing team.

### **Bulk and Scale**

- 6.10 The proposal incorporates five residential blocks, which are centres around communal amenity spaces. The size of the blocks range from 5 storeys to 8 storeys. The siting of these buildings was previously approved through the outline planning consents for the site. The current application seeks to amend these blocks as noted in paragraph 3.2.
- 6.11 Policy DEV1 of the UDP stipulates that proposals are sensitive to the character of the surrounding area in terms of design, bulk, scale and use of materials. Policies UD1 and UD2 of the Draft UDP all have regard to the scale and mass, and architecture quality. It is considered that proposed amendments in this instance do not greatly alter the approved massing, scale, bulk and design of phase one of Goodmans Fields. The amendments would be considered minor and would not have any impact to the built scheme. The additional height, where one additional floor to Block C is located within the centre of the site and would have no detrimental impact to any adjoining properties. Furthermore, the additional heights would not impact upon the listed building at 99 Leman Street, as they are situated on the blocks furthest away from this building.

### **Archaeology**

- 6.12 The site is located within a Zone of Archaeological Importance or Potential and an archaeological study was undertaken as part of the outline planning application for the entire site. This study has revealed that the site has low archaeological potential. However, in recognition of the extent of historic human activity within the locality, it is considered that a relevant archaeological condition would be prudent so that any artefacts that may come to light during below surface construction activity will be satisfactorily protected.

### **Access and Parking**

- 6.13 Pedestrians access remains unaltered since the previous consents and is therefore considered to be appropriate.
- 6.14 There has however, been alterations to the vehicular entrance of the basement car park and the car parking numbers proposed. The amendments incorporate a single vehicle entrance (all via the basement ramp access from Gowers Walk) and a total of 108 car-parking spaces (previous total of 150). The proposed number of bicycle and disabled spaces remains unaltered.
- 6.15 In line with environmental objectives within the UDP and strategic objectives, parking is identified below the specified maximum standard in order to encourage alternative means of travel. In addition, the applicant is looking towards creating a 'car club' arrangement in the first phase of the Goodmans Fields development, which will be located within the basement parking area and available to all residents of the development.
- 6.16 Additional objections were received from surrounding properties with regards to a reduction in car parking and potential traffic concerns associated with Phase 1 of Goodmans Fields. The original application saw a greater number of car-parking spaces, which received no objection from the Council's Highways team. The amendments would see a reduction in the number of spaces, which would in turn also reduce the amount of traffic within the area.
- 6.17 Furthermore, the Council's Highways team has offered no objection to the proposed amendments, subject to a car-free agreement and further highway works to Gowers Walk and Alie Street.

### **Daylight & Sunlight**

- 6.18 Additional daylight and sunlight reports were supplied with the amendments. Discussions between Council's Environmental Health team and the agents occurred to identify the extent and degree of any impacts to adjoining properties and future occupiers of the site.
- 6.19 It was determined that the amendments would have no greater impact than the approved developments on site. Furthermore, the submitted reports also indicated that the units within the site would receive adequate sunlight and daylight. No objections were offered to the amendments from the Environmental Health team.

## **7. EQUAL OPPORTUNITY CONSIDERATIONS**

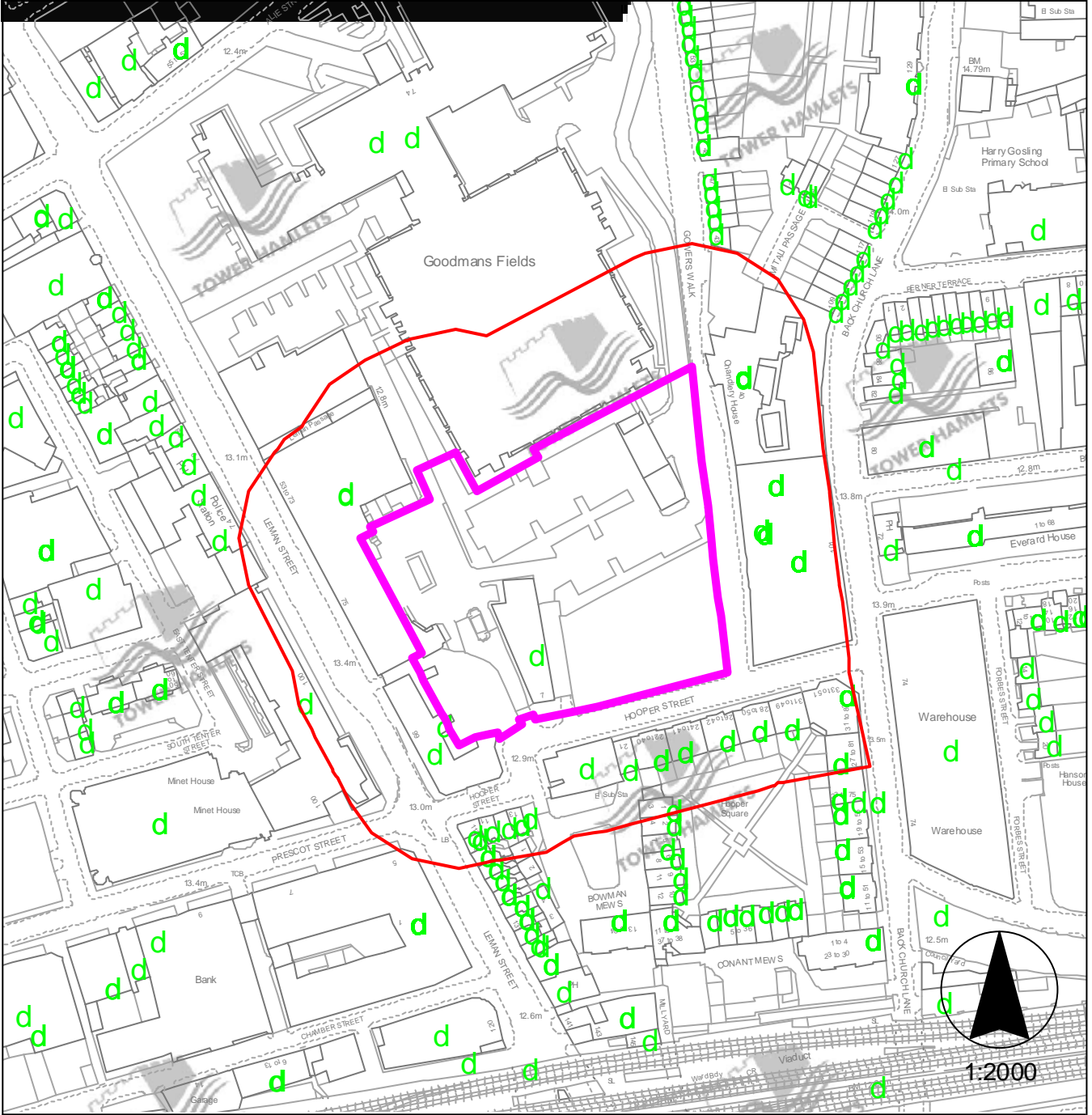
- 7.1 The access requirements of people with mobility problems are to be fully taken into account in the provision of the various elements of the development proposed. Furthermore it will provide affordable housing.

## **8. SUMMARY**

- 8.1 The proposal will contribute to the regeneration of an under utilised site that presently detracts from the quality of the townscape within the locality. The introduction of residential units within high quality buildings on the site will contribute to the formation of a sustainable and high density mixed use development that will enhance the vitality of the surrounding area.
- 8.2 This application seeks to provide a level of affordable housing for this and other parallel schemes as part of an overall strategy for the Goodmans Fields site in accordance with the Council's affordable housing strategy as detailed in Policy HSG3 of the adopted UDP and HSG5 of the Draft UDP.
- 8.2 It is recommended that the Development Committee grant planning consent subject to the recommended conditions and a S106 legal agreement as detailed in Section 2 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

## SITE KNOWN AS GOODMAN'S FIELDS, BOUNDED BY ALIE STREET, GOWERS WALK, HOOPER STREET AND LEMAN STREET, LONDON, E1