

Committee: Strategic Development	Date: 20 th April 2010	Classification: Unrestricted	Agenda Item Number:
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Report of: Director of Development and Renewal	Title: Town Planning Application
Case Officer: Ila Robertson	Ref No: PA/10/00123
	Ward: Millwall (February 2002 onwards)

1. APPLICATION DETAILS

Location:	Hammond House, Tiller Road, London, E14
Existing Use:	Residential (38 existing affordable units)
Proposal:	Demolition of existing residential building and development of a 6 storey building to provide 56 residential units (comprising 13 x one bedroom, 10 x two bedroom, 26 x three bedroom & 6 x four bedroom and 1 x five bedroom) with landscaping and boundary treatment.
Drawing Nos/Documents:	331-PL-100 Rev B, 331-PL-101 Rev C, 331-PL-110 Rev B, 331-PL-111 Rev B, 331-PL-112 Rev B, 331-PL-113 Rev B, 331-PL-114 Rev B, 331-PL-115 Rev B, 331-PL-116 Rev B, 331-PL-117 Rev C, 331-PL-118 Rev C, 331-PL-010 Rev B, 331-PL-011 Rev B, 331-PL-014 Rev B, 331-PL-005 Rev A, 331-PL-006 Rev B, 331-PL-105 Rev C, 331-PL-106 Rev C and D1801.L.200 Rev A.
	Impact Statement
	Design and Access Statement
Applicant:	East Thames Group
Ownership:	East Thames Group
Historic Building:	N/A
Conservation Area:	N/A

2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

2.1 The Local Planning Authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets Unitary Development Plan, the Council's Interim Planning Guidance (2007), Tower Hamlets Core Strategy (Submission Version 2009), associated supplementary planning guidance, the London Plan and Government Planning Policy Guidance and has found that:

- a) Given the sustainable location, the proposal would be acceptable in terms of density and would result in 670 habitable rooms per hectare. The proposed development is considered to be sensitive to the context of the surrounding area, by reason of its site coverage, massing, scale and height. The development is therefore in accordance with Policy 3A.3 London Plan Spatial Development Strategy for Greater London (Consolidated with alterations since 2004) which seeks to ensure the maximum intensity of use, compatible with local context.

- b) The proposal provides an acceptable amount of affordable housing (83% by habitable room) and mix of units overall. In particular, the proposal would provide high quality re-provision of a suitable level of family housing. As such the proposal accords with the criteria set out in policies 3A.5 and 3A.9 of the London Plan (Consolidated with Alterations since 2004), policy HSG7 of the Council's Unitary Development Plan 1998, policies CP22, HSG2 and HSG3 of the Council's Interim Planning Guidance (2007) and policy SP02 in the Core Strategy (Submission Version 2009) which seek to ensure that new developments offer a range of housing choices.
- c) The height, scale and design of the proposed buildings are acceptable and in line with policy criteria set out in 4B.1 within the London Plan (Consolidated with Alterations since 2004), policies DEV1 and DEV2 of the Council's Unitary Development Plan 1998, policies DEV1 and DEV2 of the Council's Interim Planning Guidance (October 2007) and policy SP10 in the Core Strategy (December 2009) which seek to ensure buildings are of a high quality design and suitably located.
- d) The proposed development would improve the overall quality and quantum of amenity space provision for future residents. The development therefore accords with PPS3, policies 3A.6, 3D.13 and 4B.1 of the London Plan (Consolidated with Alterations since 2004), policies DEV1, DEV12 and HSG16 of the Council's Unitary Development Plan 1998, policies OSN2, DEV2, DEV 3, DEV4 and HSG7 of the Council's Interim Planning Guidance (2007) and policy SP02 and SP04 in the Core Strategy (Submission Version 2009) which seek to improve amenity and liveability for residents.
- e) Transport matters, including parking, access and servicing are acceptable and in line with policies DEV1 and T16 of the Council's Unitary Development Plan 1998, policies DEV17, DEV18 and DEV19 of the Council's Interim Planning Guidance (October 2007) and policy SP08 in the Core Strategy (December 2009) which seek to ensure developments can be supported within the existing transport infrastructure.
- f) The impact of the development on the amenity of neighbours in terms of loss of light, overshadowing, loss of privacy, sense of enclosure and noise is acceptable given the urban context of the development. As such, it accords with policies DEV1 and DEV2 of the Council's Unitary Development Plan 1998, policies DEV1 and DEV2 of Council's Interim Planning Guidance (2007) and policy SP02 in the Core Strategy (Submission Version 2009) which seek to ensure development does not have an adverse impact on neighbouring amenity.
- g) Sustainability matters, including energy, are acceptable and accord with policies 4A.4, 4A.6, 4A.7, 4A.14 and 4B.2 of the London Plan (Consolidated with Alterations since 2004), policies DEV5 to DEV9 of the Interim Planning Guidance (October 2007) and policy SP11 in the Core Strategy (December 2009) which seek to promote sustainable development.
- h) Planning contributions have been secured towards community facilities, in line with Government Circular 05/2005, policy DEV4 of the Council's Unitary Development Plan 1998, policy IMP1 of the Interim Planning Guidance (October 2007) and policy SP13 in the Core Strategy (December 2009) which seek to secure contributions towards infrastructure and services required to facilitate proposed development.

3. RECOMMENDATION

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

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

Financial Contributions

- a) Provide a contribution of **£10,976** towards the provision of local community facilities

Non-financial Contributions

- b) Affordable Housing (83%) with a split of 71:29.
- c) Car Free Development for all new units, however existing residents that return will retain their entitlements to apply for parking permits.
- d) Employment Initiatives to use reasonable endeavours to employ local people during the construction of the development.
- e) Travel Plan
- f) TV reception
- g) Any other planning obligation(s) considered necessary by the Corporate Director Development & Renewal.

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

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

Conditions

1. Time Limit
2. Contaminated land survey
3. Construction Management Plan
4. Scheme of Highways improvements (S.278 agreement)
5. Protection measures for existing street trees
6. Hours of construction (08.00 until 17.00 Monday to Friday; 08.00 until 13:00 Saturday. No work on Sundays or Bank Holidays)
7. Full details of external materials, including samples / pallet board of all external facing materials and typical details.
8. Full details of refuse stores
9. Full details of cycle parking
10. Secure by Design
11. Full landscaping details and treatment to be approved and Details of any fencing / boundary treatments prior to erection.
12. Scheme for communal satellite and aerials provision.
13. All residential accommodation to be completed to lifetimes homes standards
14. At least 10% of homes wheelchair accessible or easily adaptable
15. Code for Sustainable Homes Assessment (level 4)
16. Energy Strategy to be agreed.
17. Biodiversity enhancement measures
18. Flood Mitigation Measures
19. Piling
20. Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal

Informatives

1. Contact Building Control
2. S278 Highways Agreement
3. Environment Agency information
4. Any other informative(s) considered necessary by the Corporate Director Development & Renewal

3.6 That, if by 28th April 2010 the legal agreement has not been completed, the Corporate Director Development & Renewal is delegated power to refuse planning permission.

4. PROPOSAL AND LOCATION DETAILS

Proposal

4.1 This application is made by the RSL East Thames Homes. They seek consent to demolish the existing four storey residential block known as Hammond House. This existing building comprises of 38 residential units which comprise of 2 x 3 bedroom, 24 x 4 bedroom and 12 five bedroom units. These units are 100% social rent.

4.2 The proposal seeks to replace this existing building with a six storey residential block that would comprise of 56 units, being, 13 x one bedroom, 10 x two bedroom, 26 x three bedroom, 6 x four bedroom and 1 x five bedroom.

Site and Surroundings

4.3 Hammond House is located on the north side of Tiller Road. Tiller Road is located between Westferry Road and Millharbour on the Isle of Dogs.

4.4 The existing site comprises of a four storey brick building with a steep pitched roof. The building runs 120m along the length of the southern boundary and was constructed in the 1920's. The flats are accessed via shared walkways to the rear and the footprint of the building is in the form of a 'double T' that projects to the northern boundary.

4.5 To the north of Hammond House is Mellish Street which is defined by a set of two storey terraced houses numbered from 115-159 Mellish Street. To the north west is the Barkentine Docklands Medical Centre.

4.6 To the south of the site is Kedge House which is a ten storey residential tower block and Winch House which comprises a number of two to three storey dwelling houses located around the Omega Close cul-de-sac. Parts of these sites are under the ownership of East Thames Homes and recent works have been completed to upgrade the landscaping and children's play areas provided in these locations.

4.7 To the southwest of the site is the existing Tiller Centre which is a local leisure and community facility.

4.8 To the east of the site is 61 Millharbour which is a three to four storey residential building. To the west is Alexander House which is a four storey residential mansion block.

4.9 The site is not located within a Conservation Area nor are the buildings listed. However, it is located in close proximity to the Millennium Quarter Masterplan Area which is located 50-100m to the east on Millharbour.

4.10 The site has a PTAL of 2-3. It is located approximately 450m from the South Quay DLR station and 370m from the Cross Harbour DLR Station. It is well served by buses along Westferry Road which is approximately 330m from the site.

Background

4.11 The existing Hammond House is not fit for purpose and raises a number of management issues and concerns about the quality of accommodation, being,

- There is poor security as the existing flats are accessed from the rear by two cores and long rear access decks.
- There is limited amenity space provision on the site given the layout of the building with the majority of flats having nominal balconies or no provision.
- The internal arrangements for the existing flats result in substandard living conditions with poor internal spaces standards (below Council standards), limited wheelchair accessibility and limited storage.

The proposals being considered by the Committee seek to reverse this situation.

4.12 The applicant has undertaken a number of consultations events with the existing Hammond House residents on the 31st July 2007 and 12th August 2009. In addition, a wider community event was held at the Alpha Grove Centre on the 25th July 2009.

Planning History

4.13 No relevant planning history.

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:

Government Planning Policy Guidance/Statements

5.2	PPS1	Delivering Sustainable Development
	PPS3	Housing
	PPS22	Renewable Energy
	PPS23	Planning and Pollution Control
	PPG13	Transport
	PPG17	Planning for Open Space, Sport and Recreation

Spatial Development Strategy for Greater London (London Plan) Consolidated with alterations since 2004.

5.3	2A.1	Sustainability Criteria
	2A.2	Spatial Strategy for Development
	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
	3A.11	Affordable Housing Thresholds
	3A.13	Special needs and Specialist Housing
	3A.15	Loss of Housing and Affordable Housing

3A.17	Addressing the Needs of London's Diverse Population
3C.1	Integrating Transport and Development
3C.2	Matching Development to Transport Capacity
3C.3	Sustainable Transport in London
3C.20	Improving Conditions for Busses
3C.21	Improving Conditions for Walking
3C.22	Improving Conditions for Cycling
3C.23	Parking Strategy
3D.11	Open Space Provision
3D.12	Open Space Strategies
3D.13	Play and Informal Recreation Strategies
3D.14	Biodiversity and Nature Conservation
4A.1	Tackling Climate Change
4A.2	Mitigating Climate Change
4A.3	Sustainable Design and Construction
4A.4	Energy Assessment
4A.5	Provision of Heating and Cooling Networks
4A.6	Decentralised Energy; Heating, Cooling and Power
4A.7	Renewable Energy
4A.9	Adaptation to Climate Change
4A.12	Flooding
4A.13	Flood Risk Management
4A.16	Water Supplies and Resources
4A.18	Water Sewerage and Infrastructure
4A.19	Improving Air Quality
4A.20	Reducing Noise
4B.1	Design Principles for a Compact City
4B.3	Enhancing the Quality of the Public Realm
4B.4	London's Buildings: Retrofitting
4B.5	Creating an Inclusive Environment
4B.6	Safety, Security and Fire Prevention and Protection
4B.8	Local context

Unitary Development Plan 1998 (as saved September 2007)

5.4	Proposals:	Flood Risk Zone 2 and 3
	Policies:	ST1 Deliver and Implementation of Policy
		ST12 Cultural and Leisure Facilities
		ST15 Encourage a Wide Range of Activities
		ST23 Quality of Housing Provision
		ST25 Provision of Social and Physical Infrastructure
		ST26 Protect existing residential accommodation
		ST28 Restrain Private Car
		ST30 Safety and Movement of Road Users
		ST37 Improve of Local Environment
		ST49 Provision of Social and Community Facilities
		ST51 Public Utilities
		DEV1 Design Requirements
		DEV2 Environmental Requirements
		DEV3 Mixed Use Development
		DEV4 Planning Obligations
		DEV12 Landscaping
		DEV15 Retention/Replacement of Mature Trees
		DEV50 Noise
		DEV51 Contaminated Land

DEV55	Development and Waste Disposal
HSG4	Loss of Housing
HSG7	Dwelling Mix
HSG13	Internal Standards for Residential Development
HSG15	Preserving Residential Character
HSG16	Amenity Space
T10	Traffic Management
T16	Impact on Traffic
T18	Pedestrians
T21	Pedestrians
OS7	Loss of Open Space
OS9	Children's Play Space

Interim Planning Guidance for the purposes of Development Control

5.5	Proposals:	Isle of Dog APP Flood Risk Zone 2 and 3
	Core Strategies:	IMP1 Planning Obligations
		CP1 Creating Sustainable Communities
		CP3 Sustainable Environment
		CP4 Good Design
		CP5 Supporting Infrastructure
		CP19 New Housing Provision
		CP20 Sustainable Residential Density
		CP21 Dwelling and Mix Type
		CP22 Affordable Housing
		CP23 Efficient Use and Retention of Existing Housing
		CP24 Special Needs and Specialist Housing
		CP25 Housing Amenity Space
		CP27 Social and Community Facilities to Support Growth
		CP29 Improving Education and Skills
		CP30 Improving the Quality and Quantity of Open Spaces
		CP31 Biodiversity
		CP38 Energy Efficiency and Production of Renewable Energy
		CP39 Waste Management Plan
		CP40 Sustainable Transport Network
		CP41 Integrating Transport with Development
		CP42 Streets for People
		CP43 Better Public Transport
		CP46 Accessible and Inclusive Environments
		CP47 Community Safety
	Policies:	DEV1 Amenity
		DEV2 Character and Design
		DEV3 Accessibility and Inclusive Design
		DEV4 Safety and Security
		DEV5 Sustainable Design
		DEV6 Energy Efficiency and Renewable Energy
		DEV7 Water Quality and Conservation
		DEV8 Sustainable Drainage
		DEV9 Sustainable Construction Materials
		DEV10 Disturbance from Noise Pollution
		DEV11 Air Quality and Air Pollution
		DEV12 Management of Demolition and Construction
		DEV13 Landscaping and Tree Preservation
		DEV15 Waste and Recyclable Storage
		DEV16 Walking and Cycling Routes and Facilities

DEV17	Transport Assessments
DEV18	Travel Plans
DEV19	Parking for Motor Vehicles
DEV20	Capability of Utility Infrastructure
DEV22	Contaminated Land
DEV24	Accessible Amenities and Services
DEV25	Social Impact Assessment
HSG1	Determining Residential Density
HSG2	Housing Mix
HSG3	Affordable Housing Provisions
HSG4	Varying the Ratio of Social Rented to Intermediate Housing
HSG7	Housing Amenity Space
HSG9	Accessible and Adaptable Homes
HSG10	Calculating the Provision of Affordable Housing
SCF1	Social and Community Facilities
OSN2	Open Space
PS1	Noise
PS2	Residential Water Refuse and Recycling Provision
PS3	Parking
PS4	Density Matrix
PS5	Lifetime Homes

Core Strategy Development Plan Document (Submission version December 2009)

5.6 Policies

SP02	Housing and sustainable communities
SP03	Healthy Lifestyles
SP04	Open Space
SP05	Waste Management
SP08	Transport Network
SP09	Pedestrians and Streets
SP10	Heritage and Good Design
SP11	Sustainability and Climate Change
SP12	Placemaking
SP13	Planning Obligations

Supplementary Planning Guidance/Documents

5.7

Residential Space
 Designing Out Crime
 Landscape Requirements

Community Plan The following Community Plan objectives relate to the application:

5.8

A better place for living safely
 A better place for living well
 A better place for creating and sharing prosperity
 A better place for learning, achievement and leisure

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:

London Borough of Tower Hamlets - Environmental Health

- 6.2 Contaminated Land – The site and surrounding area have been subjected to former industrial uses. A contamination condition requiring contamination risk to be fully identified and appropriately mitigated prior to development should be attached to any permission granted.

Daylight and Sunlight – No objections raised the Daylight/Sunlight and Overshadowing Report by Drivers Jonas dated 24th November 2009 has been reviewed. The contents of the report show that it meets the BRE Criteria. Whilst there are a few marginal failures in winter sunlight these would not be noticeable. In addition, there are no overshadowing concerns.

Noise – No objections.

London Borough of Tower Hamlets - Highways

- 6.3 Raise the following relevant comments

1. The proposed disabled parking space will need to be agreed with the Parking services team under a separate application.
2. The proposed provision of 66 cycle spaces to be provided on site in connection with the 56 residential units is welcomed by the Highway Department. The design, location, maintenance and security of the store should be secured by condition.
3. A construction management plan should be conditioned to ensure that there are no adverse highways impacts during construction.
4. It is not clear from the submitted ground floor plan where the bin stores or collection points are located. It is recommended that a condition is included to secure this.
5. In respect to the existing sub station the gates should open inwards and a sufficient reservoir space should be provided so that vehicles can wait in an off-street position while the gates are opened. (Officer Comment: It is considered that the details of the treatment of this reservoir should be dealt with under the condition relating to the scheme of highways improvements).
6. The submitted Travel Plan should be included as part of the s106 agreement to ensure implementation.
7. A condition to secure a scheme of highway improvement works necessary to serve the development should be included.
8. The proposal should be subject to a s106 agreement to restrict parking permits for future residents.

London Borough of Tower Hamlets – Waste Management

- 6.4 No comments received.

London Borough of Tower Hamlets – Landscaping and Trees

- 6.5 No objections to work proceeding provided provisions of Arboriculture method statement are met.

London Borough of Tower Hamlets – Communities Leisure and Culture

- 6.6 Given the limited increase on the existing population the only contribution sought would be for £10,976 towards the provision of community facilities in the local area.

London Borough of Tower Hamlets – Education

- 6.7 No contributions required in this instance due to relatively small number of units net gain.

Tower Hamlets Primary Care Trust

- 6.8 No contributions required in this instance due to relatively small number of units net gain.

Environment Agency

- 6.9 No objections to the proposal, subject to the imposition of two conditions in respect of finishes floor levels and piling methodology.

7. LOCAL REPRESENTATION

- 7.1 A total of 204 neighbouring properties within the area shown on the map appended to this report were notified about the application. The application has also been publicised within the local press and on site via a number of site notices.

The following local groups/societies were consulted:

- Alpha Grove Tenants Association
- Association of Island Communities
- Mill Quay Residents Association
- Barkantine Residents Association
- Millwall Tenants Association

The total number of representations received in response to notification and publicity of the application were as follows:

No of individual responses:	2	Objecting:	2	Supporting:	0
No of petitions received:	0	objecting containing	0	signatories	
		0 supporting containing	0	signatories	

- 7.2 The following **objections** were raised in representations that **are material** to the determination of the application, and they are addressed in the next section of this report:

Amenity

- Loss of light to surrounding residents
- Overshadowing to surrounding residents

8. MATERIAL PLANNING CONSIDERATIONS

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

1. **Density** - The acceptability of the proposed density
2. **Housing** - The acceptability of the proposed housing mix and tenure and level of affordable housing.
4. **Design and scale** - Impact on the amenity of the surrounding area including amenity space.
5. **Amenity** - Impact on the amenity of the surrounding area.
6. **Highways and parking** - Transport and highways implications from the development.
7. **Sustainability** - Sustainability principles of the development.
8. **Impacts on local infrastructure / S106** - Any required mitigation from the additional population.

Land Use

- 8.2 The existing land use of the Hammond House site is residential. There are no specific land use designations in the adopted Unitary Development Plan 1998 (UDP) or Interim Planning Guidance October 2007 (IPG). The application proposes housing, which, in principle, is acceptable in land use terms as this is the existing land use on the site.
- 8.3 Council saved policy HSG4 of the UDP and IPG policy CP23 seek to prevent the loss of existing housing in particular family housing. This is supported by policy 3A.15 of the London Plan Consolidated with Alterations February 2008.
- 8.4 The Core Strategy Submission Document December 2009 (Core Strategy) policy SP02 of the Core Strategy sets Tower Hamlets a target to deliver 43, 275 new homes (2, 885 a year) from 2010 to 2025. An important mechanism for the achievement of this target is reflected in London Plan Consolidated with Alterations February 2008 (London Plan) policy 3A.2 and 3A.3 which seek to maximise the development of sites and thereby the provision of family housing to ensure targets are achieved.
- 8.5 The application proposes 56 new build residential units and the demolition of the existing buildings which would result in the loss of 38 existing affordable flats. However, 44 affordable units would be reprovided on the site. Therefore, it is considered that the proposal accords with UDP saved policy HSG4 and IPG policy CP23, which seeks to prevent the loss of housing in particular family housing. This point is also discussed further in the housing section.
- 8.7 Taking into account the demolition, a net gain of 23 units would actually be achieved on the site. The provision of private housing to facilitate the provision of higher quality affordable family housing is supported. This would provide two important benefits in that the new accommodation would be of a higher standard thereby providing improved living conditions for existing families and more importantly providing a more sustainable community by the provision of a mix of housing types and tenures.
- 8.8 These proposals accords with the aims of London Plan Policy 3A.3 and IPG policies CP19 and CP20, which seek to maximise the supply of housing; and the aims of IPG policy CP23, which seeks to improve all existing housing stock. This is further reinforced by policy SP02 of the Core Strategy. As such the proposed demolition and redevelopment in principle is considered acceptable and is supported by the London Plan and local policy objectives.

Density

- 8.9 London Plan density matrix within policy 3A.3 suggests that densities within urban sites with good transport links should be within the range 300-650 habitable rooms per hectare. This is reinforced by Policy SP02 (2) of the Core Strategy which seek to correspond housing density to public transport accessibility and proximity town centres.
- 8.10 The density of the proposal is very similar to the existing density of Hammond House, with the existing building comprising 610 habitable rooms per hectare and the proposed density of the scheme being is 670 habitable rooms per hectare. It is considered that the proposed density is appropriate to the site context and the scheme does not exhibit symptoms of over development.
- 8.11 The proposed density thereby accord with the policy 3A.3 of London Plan and IPG policies HSG1 and policy SP02(2) of the Core Strategy which seek to ensure that density is appropriate to a location.

Housing

- 8.12 Policy 3A.9 of the London Plan states that Boroughs should seek the maximum reasonable amount of affordable housing, taking into account the Mayor's strategic target that 50% of all new housing in London should be affordable and Boroughs' own affordable housing targets. IPG policies CP22 and HSG3 seek to achieve 50% affordable housing provision from all sources across the Borough, and specify that individual developments should provide a minimum of 35% affordable housing. This is further supported by policy SP02 in the Core Strategy which seeks between 35%-50% affordable home on sites providing 10 units or more.
- 8.13 The existing building provides 38 affordable units. The proposed scheme provides a total of 44 affordable units. This includes the provision of six more than presently provided on site by a unit basis. In respect to habitable rooms there is a slight reduction in terms of the existing provision. However, if one looks at the scheme as a stand alone building putting the existing situation the scheme provides 83% by habitable rooms. Though, if one only considers the additional units above the 38 existing then the uplift on a unit basis is actually 39% by habitable rooms. The scheme is therefore acceptable and exceeds the minimum 35% in both scenarios as required by policy CP22 and HSG3 in the IPG and policy SP02 in the Core Strategy.
- 8.14 Policy SP02 (4) in the Core Strategy seeks a tenure split of 70% social rented and 30% intermediate within affordable housing provision. Overall, the scheme delivers 71% social rented and 29% intermediate which is considered acceptable and closely in line with policy SP02 in the Core Strategy.
- 8.15 London Plan policy 3A.5 promotes housing choice including the provision of a range of dwelling sizes. Saved UDP policy HSG7 requires new housing schemes to provide a mix of unit sizes including a substantial proportion of family dwellings of between 3 and 6 bedrooms. To reflect the local need for family sized accommodation within the borough, policies CP21 and HSG2 in IPG specify that a mix of unit sizes should be provided with 45% family sized (3 or more beds) accommodation within the social rented sector and 25% within the intermediate and market housing. Policy SP02 in the Core Strategy reinforces that 30% of new housing should be family sized, including 45% of new social rented homes.
- 8.16 The existing provision of family units on site equates to 38 flats and the proposal seeks to re-provide 33 family sized flats. This is a reduction in the provision of family sized units on site

despite it still achieving an impressive 59% of family units across the scheme.

- 8.17 It is considered that this application is an exceptional and unusual case, as the existing buildings are in a poor state of repair and the quality of accommodation whilst being dominated by larger family sizes is substandard and not fit for purpose. It is therefore considered that the benefits provided by improved family accommodation outweigh any slight loss, as the only other option is maintaining the status quo which would not benefit any residents given the poor quality of the accommodation.
- 8.18 Notwithstanding, the above East Thames Homes have secured HCA funding for the Hammond House project and have purchased on the open market 12 private family units for use as socially rented family dwellings in the Borough. This accommodation will be used to re-house any families decanted from Hammond House that do not choose to move back into the new development. Consequently, all existing families will either be re-housed in the new scheme or in the newly purchased dwellings.
- 8.19 The application proposes the following mix of unit sizes for the new build. The target percentages given reflect those specified by policy HSG2 in the IPG:

		Affordable social rent			Intermediate			Market		
Unit	Total units	Units	%	Target	Units	%	Target	Units	%	target
Studio	0	0	0	0	0	0	25	0	0	25
1 bed	13	1	4	20	7	44	25	5	42	25
2 bed	10	4	14	35	4	25	25	2	16	25
3 bed	26	16	57	30	5	31	25	5	42	25
4 bed	6	6	21	10	0					
5 bed	1	1	4	5	0					
Totals	56	28	100%	100%	16	100%	100%	12	100%	100%

- 8.20 Overall, the scheme provides 59% family sized units (3 beds or more) across the entire scheme. The proposal would provide 82% family sized social rented units and 31.25% of the proposed dwellings would be family sized within the intermediate sector. Given the quality of the 3 to 5 bedrooms houses with gardens or roof terraces that would be provided in the social rented sector, the overall housing mix is considered acceptable and responds to local need in accordance with policy HSG2 in Interim Planning Guidance (October 2007) and policy SP02 in the Core Strategy (Submission Version 2009).
- 8.21 Policy HSG13 in the UDP 1998 requires all new development to provide adequate internal space. Supplementary planning guidance note 1: residential space sets minimum internal flat and room sizes. The proposed residential units within this application have acceptable internal space standards in line with policy HSG13 in the UDP 1998 which is further supported by policy SP02 in the Core Strategy (Submission Version 2009).
- 8.22 Policy HSG7 in the Interim Planning Guidance (October 2007) and policy SP02 (6) in the Core Strategy (Submission Version 2009) seeks adequate external amenity space for new dwellings.
- 8.23 All units have balconies, terraces or rear gardens, which range from 6sqm to 88sqm. The total provision of private open space is 1,679sqm which exceeds Council standards. Given that the units have private amenity space and the provision of communal and play space to the rear of the site of 334sqm, the amenity space provision is considered acceptable in this instance.

- 8.24 Overall, taking into account the provision of communal amenity space and private amenity space provision, the proposal meets the requirement of policy HSG13 in the UDP 1998 which is further supported by policy SP02 in the Core Strategy (Submission Version 2009) and amenity space provision for the proposed units is acceptable.
- 8.25 The applicant has proposed a landscaped scheme for the rear communal areas and identified the provision of play space for under 5's. To ensure that the quality of these spaces is maintained and that the delineation between private and communal areas is appropriately treated it is recommended that a condition is included regarding the final design of these spaces and the long term management of the spaces.
- 8.26 London Plan policy 3A.5 and Interim Planning Guidance policy HSG9 require housing to be designed to 'Lifetime Homes' standards and for 10% of all new housing to be wheelchair accessible. This is reinforced by policy SP02 (6) in the Core Strategy (Submission Version 2009).
- 8.27 In line with policy, a total of 6 fully wheelchair accessible units are proposed comprising 10.7% overall which is in accordance with the above policy. In addition, all of the units would be constructed to Lifetime Homes standards and the details of both of these requirements would be required by condition.

Design

- 8.28 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained in Chapter 4B of the London plan. Saved policy DEV1 in the UDP 1998 and Policy CP4 and DEV2 of the IPG states that developments are required to be of the highest quality design, incorporating the principles of good design. These principles are further supported by policy SP10 in the Core Strategy.
- 8.29 The principles of the design of the building have been based on preventing the problems and issues exhibited by the existing Hammond House buildings being recreated. As detailed in section 4.11 of the report the buildings suffer from poor security, poor levels of amenity and substandard living accommodation.
- 8.30 Consequently, the design brief for the scheme sought to achieve the following principles:
1. All entrances would front on Tiller Road.
 2. All ground floor dwellings facing Tiller Road would have their own individual private entrances.
 3. Access to upper floor units would be from individual cores shared by a modest number of dwellings.
 4. Maximise the number of ground floor units with a garden.
 5. Provide as much outdoor space as possible for upper level homes.
 6. Individual homes are to be easily identifiable from the exterior.
 7. The building would be laid out on a modular pattern to enable future reconfiguration.

The building has been designed to take account of these core principles in the evolution of the design. It is noted that the scheme has been subject to pre-application advice and the massing and bulk of the building has been significantly reduced during this process.

- 8.31 The building follows a linear block pattern similar to the existing Hammond Street that addresses Tiller Street. However, the layout of the building does not replicate the existing 'double T' shaped layout of the existing Hammond House, thereby it is pulled further away from the Mellish Street terraces to the north. The building line has taken account of the building lines of adjacent properties both to the front and rear.

- 8.32 All access to the building is to the front, with the upper floors accessed via four separate stair and lift cores and the garden dwellings having individual front doors. There is clear definition of the public realm and the private entrance along the street frontage to both delineate the ownership of the space and strengthen the street scene. These design measures and access arrangements would maximise the security of the building and make efficient use of the internal floor area.
- 8.33 The massing of the building is generally six storeys in height. However, roof terraces punctuate the height of the building at regular intervals along the elevation thereby reducing the height to five storeys in part. The height proposed is taller than the existing building by approximately 4.8 metres. It is considered that given the high quality of the design and fenestration pattern that this height is appropriate for the location and it would be a positive addition to the Tiller Road streetscape.
- 8.34 The design incorporates maisonettes for the majority of the family units, which allows for large spacious unit sizes and large private terraces or rear gardens.
- 8.35 The Council's design team have reviewed the proposal and have confirmed that they consider the scheme to be well designed, providing good quality residential accommodation for families. The proposed layout and unit plans reflect generous space standards, being both double aspect and providing private amenity space for family units. The scheme is considered to represent a significant enhancement to the street scene.
- 8.36 The proposed material palette for the building features white render with coloured reveals in part, dark grey eternity strip cladding and dark grey hewn masonry. Given the importance of the materials in terms of the success of the building in the street scene it is considered that conditions should be included to ensure that the materials are both of a high quality and robust.
- 8.37 Furthermore, given the importance of the fenestration of the façade for the design and appearance it is considered that conditions should be included to ensure that this quality is maintained during construction.
- 8.38 Overall, the proposal is acceptable in design terms. The proposal provides a high quality development that is an appropriate design and would contribute to providing high quality housing for local residents. A large number of family sized units would be maintained within the proposals and whilst a small proportion of units (12) would be for general market need, this helps to create a balanced community.

Amenity

- 8.39 Saved Policy DEV2 in the UDP 1998 and Policy DEV1 of the Interim Planning Guidance seek to ensure that development where possible protects and enhances the amenity of existing and future residents as well as the amenity of the public realm.

Overlooking

- 8.40 Given the location, distance and orientation of windows and the existing situation from Hammond House it is not considered that there would be any unacceptable overlooking or loss of privacy to neighbouring occupiers.

Loss of Daylight and Sunlight

- 8.41 A report carried out by Driver Jonas November 2009 has been submitted in support of the

application. This report considers the impact on the adjacent residential properties. This demonstrates that there would be no noticeable losses in daylight to any of the properties along Mellish Street, Kedge House or any other adjacent properties.

- 8.42 In terms of sunlight the report identifies that there would be some small losses in winter sunlight to properties along Mellish Street. However, the overall annual probable sunlight hours for all properties would exceed BRE Guidelines. Councils Environmental Health Officer has advised that these losses would be acceptable and are marginally in nature.

Overshadowing

- 8.43 The Driver Jonas November 2009 shows that the rear gardens of the terraced properties at Mellish Street would still receive a good level of direct sunlight to their rear gardens.
- 8.44 In addition, given the existing layout of Hammond House in terms of the depth of the block along the northern boundary a number of properties along Mellish Street would experience improved sunlight and daylight levels given the retraction of the rear building line.

Sense of enclosure

- 8.42 Given the location and orientation of the proposed buildings and the existing buildings on site, it is not considered that the proposals would result in an unacceptable sense of enclosure to neighbouring residential occupiers.

Noise

- 8.43 Given the scale of the development, the applicant would be required to adhere to an approved construction management plan to minimise noise and disturbance to nearby residents caused by construction noise, debris and traffic. A comprehensive construction management plan secured by condition, would ensure that the level of disturbance and disruption within the locality during construction is minimised and kept to an acceptable level.
- 8.44 It is not considered that the proposed residential uses would cause unacceptable noise and disturbance as they would be compatible with the existing character of the area.
- 8.45 Overall, the proposal is considered acceptable and would not cause unacceptable harm to residential amenity in terms of overlooking, overshadowing, loss of light and noise in accordance with policy DEV2 and DEV50 in the UDP 1998 and policy DEV1 and DEV10 in the Interim Planning Guidance (October 2007).

Transport & Highways

- 8.46 Both the Unitary Development Plan and the Interim Planning Guidance contain a number of policies which encourage the creation of a sustainable transport network which minimises the need for car travel, and supports movements by walking, cycling and public transport.
- 8.47 The existing Hammond House building has no on-site parking or formal cycle storage areas for residents. The proposal does not seek to introduce new parking on site, but does propose 66 cycle spaces for residents.
- 8.48 The provision of 66 secure cycle parking spaces represents a provision in excess of 1 space per residential unit, and is therefore in excess and in accordance with Planning Standard 3: Parking and policy DEV16 of the IPG.
- 8.49 The location and position of the refuse stores appears satisfactory. However, it is

recommended that a condition is included to ensure that the final detailed decision and proposed collection points are agreed by the Councils Waste Management Team.

- 8.50 The scheme is proposed by the applicant to be a car free development for all new units. However, existing residents that return will retain their entitlements to apply for on street parking permits. This is considered to be appropriate and in accordance with Council policies which seek to minimise journeys by car.
- 8.51 Given the small increase in the number of persons on site it is not considered that the proposed development would give rise to adverse highways impacts. It is recommended that during construction that an appropriate management scheme is secured by condition to ensure that there are no adverse impacts on the surrounding roading network.
- 8.52 The proposals are considered acceptable in highways terms in accordance with policies DEV1 and T16 in the UDP 1998, policies DEV17, DEV18 and DEV19 of the Council's Interim Planning Guidance (October 2007 and policy SP08 in the Core Strategy (Submission Version 2009). A Travel Plan, Servicing Management Strategy, Construction Logistics Plan and the car free agreement are to be secure by planning conditions and via the S.106 agreement.

Sustainability

- 8.53 The London Plan has a number of policies aimed at tackling the increasingly threatening issue of climate change. London is particularly vulnerable to matters of climate change due to its location, population, former development patterns and access to resources. IPG and the policies of the UDP also seek to reduce the impact of development on the environment, promoting sustainable development objectives.
- 8.54 Policy 4A.3 (Sustainable Design and Construction) of The London Plan states that boroughs should ensure future developments meet the highest standards of sustainable design and construction, seeking measures that will among other matters will:
- Reduce the carbon dioxide and other omissions that contribute to climate change;
 - Minimise energy use by including passive solar design, natural ventilation and vegetation on buildings;
 - Supply energy efficiently and incorporate decentralised energy systems and renewable energy; and
 - Promote sustainable waste behaviour in new and existing developments, including support for local integrated recycling schemes, CHP and CCHP schemes and other treatment options.
- 8.55 Policies 4A.4 (Energy Assessment), 4A.5 (Provision of heating and cooling networks) and 4A.6 (Decentralised Energy: Heating, Cooling and Power) of the London Plan further the requirements for sustainable design and construction, setting out the requirement for an Energy Strategy with principles of using less energy, supplying energy efficiently and using renewable energy; providing for the maximising of opportunities for decentralised energy networks; and requiring applications to demonstrate that the heating, cooling and power systems have been selected to minimise carbon dioxide emissions. Policy 4A.7 (Renewable Energy) of the London Plan goes further on this theme, setting a target for carbon dioxide emissions as a result of onsite renewable energy generation at 20%. Policy 4A.9 promotes effective adaptation to climate change.
- 8.56 The applicant submitted an Energy Strategy with the application. The applicant proposes two options for the reduction in carbon dioxide emissions to be achieved:

(1) Connection to the Barkantine district heating system that results in carbon savings of 44%

(2) A central gas boiler with Photovoltaic panel (PV) and solar thermal panels to produce 25% carbon savings.

8.57 Both of these options exceed the 20% requirement of the London Plan. However, the London Hierarchy places a higher importance on connecting to a local energy system. Consequently, it is considered that the energy strategy should be conditioned for further discussions with the applicant.

8.58 In addition, the applicant is seeking to achieve Code for Sustainable Homes 4 which is n welcomed by the Council. It is recommended that this is secured by condition.

S106 Contributions

8.59 The general purpose of s106 contributions is to ensure that development is appropriately mitigated in terms of impacts on existing social infrastructure such as education, community facilities, health care and open space and that appropriate infrastructure to facilitate the development i.e. public realm improvements, are secured.

8.60 The proposed heads of terms are:

Financial Contributions

a) Provide a contribution of £10,976 towards the provision of local community facilities

Non-financial Contributions

b) Affordable Housing (83%) with a split of 71:29.

c) Car Free Development for all new units, however existing residents that return will retain their entitlements to apply for parking permits.

d) Employment Initiatives to use reasonable endeavours to employ local people during the construction of the development.

e) Travel Plan

f) TV reception

8.61 The proposal is an exceptional case with the existing Hammond House Building catering for 250 occupants and the proposed new building designed to cater for 253 occupants. Therefore, any net gain in the population in this instance is very limited and therefore impacts on existing infrastructure would be almost negligible. Consequently, financial contributions are limited.

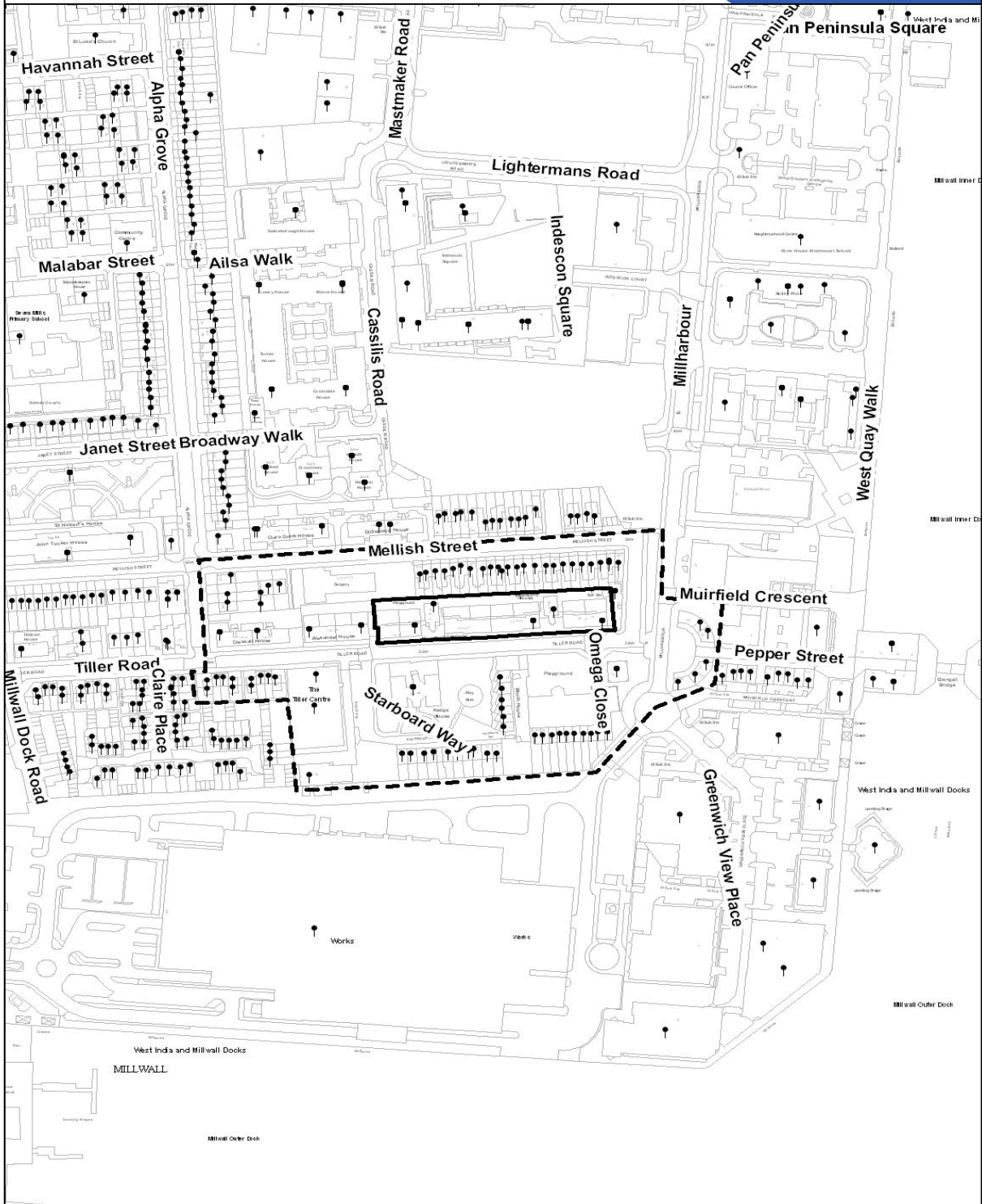
8.62 However, it is important to note that the offer of affordable housing on this site is exceptionally high at 83% which is well above the Council's policy requirements.






8.63 For the reasons identified above it is considered that the package of contributions being secured is appropriate, relevant to the development being considered and in accordance with the tests of circular 05/05 and the relevant statutory tests.

9.0 CONCLUSIONS

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

Planning Application Site Map



	Planning Application Site Boundary		Statutory Listed Buildings	
	Consultation Area		Land Parcel Address	

1:3,250

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